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TENTH  
ANNUAL REPORT  
on  
OCCUPATIONAL EDUCATION  
in  
MASSACHUSETTS  
1979

GOVERNMENT DOCUMENTS  
COLLECTED

JUL 22 1980

University of Massachusetts  
Depository Copy

Prepared by  
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on

Vocational-Technical Education

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December 1979

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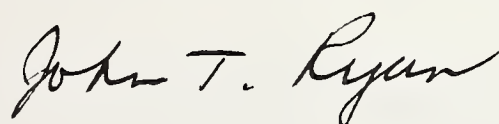
Mr. Charles Grigsby, Chairperson  
Massachusetts Board of Education  
31 St. James Avenue  
Boston, Massachusetts 02116

Dear Mr. Grigsby:

The Massachusetts Advisory Council on Vocational-Technical Education is required, under Section 105 of Public Law 94-482, to prepare an annual report outlining the Council's assessment of the degree to which the vocational education system is meeting the needs of the Commonwealth's citizens, and to make recommendations for change, where appropriate. This annual report is addressed to the Board of Education, which must then submit it to the U.S. Commissioner of Education and the National Advisory Council on Vocational Education, together with the Board's responses to the State Council's recommendations.

The Council is pleased to present its Tenth Annual Report, covering the (federal) fiscal year 1979. The Council appreciates the excellent working relationship we have with your Board and with the staff of the Division of Occupational Education. We hope that our report and recommendations will assist the Board in its efforts to strengthen the quality of vocational education in Massachusetts.

Respectfully submitted  
for the Council,



John T. Ryan  
Chairperson





## FOREWORD

Structural unemployment--especially among youth--inflation, declining productivity and the energy crisis emerged as serious problems in the 1970's and contain implications for changes in vocational education in the 1980's. The growing need for a technically skilled work force in Massachusetts will also have a profound effect upon vocational education. In addition, as concern with the expenditure of public funds increases, vocational educators can expect to be held more closely accountable for the effectiveness and efficiency of their programs. Planning and evaluation will become more critical.

Vocational education in Massachusetts has a long history of leadership and innovation, of which its practitioners may be justifiably proud. The Commonwealth's vocational education system is now asked to help meet the challenges presented by social, economic, technological and demographic changes requiring new priorities and new programs, along with the elimination of outmoded programs. Vocational educators alone cannot solve all of society's problems, nor are they asked to do so. What they are asked to do is assume a leadership role in collaboration with business, labor and the public sector in offering all citizens of the Commonwealth equal access to quality vocational education relevant to the current and emerging realities of the economic world.

This Tenth Annual Report of the Massachusetts Advisory Council on Vocational-Technical Education derives from the Council's activities during Fiscal Year 1979 (July 1, 1978 through June 30, 1979). The comments and recommendations contained in this Report represent the collective opinions and judgments of the Council, whose members have been selected by the Governor to represent the views of all citizens of the Commonwealth.

The primary concern of the Advisory Council is to advocate and promote better vocational and technical education for the Commonwealth's population. Advisory Council responsibilities include:

LISTENING: to the expression of local ideas and concerns relating to vocational education presented to the Advisory Council by interested individuals and groups.

ADVISING: the State Board of Education on the development of the State Plan and any policy matters arising in the administration of the State Plan.



- EVALUATING: the effectiveness and accomplishments of vocational education programs at the State and local level, in terms of the goals and objectives contained in the State Plan.
- RECOMMENDING: changes in programs, services, and activities as may be warranted by the evaluation.
- REPORTING: on the effectiveness of the Commonwealth's vocational education programs, services, and activities, via an annual report, which is submitted to the U.S. Commissioner of Education and the National Advisory Council on Vocational Education.
- PROVIDING: technical assistance, as resources allow, to local education agencies, interested groups, and individuals who may request assistance in establishing and operating local advisory councils.

This Report is based on Advisory Council observations, on expressions of concerns by citizens at public hearings, on discussions with educators, on information distributed by the Division of Occupational Education and other agencies of State government, on contractual studies commissioned by the Advisory Council, and on studies conducted by the Council staff.

The recommendations tend to focus on correcting problems, deficiencies, and/or inadequacies. The purpose of the Report is not to criticize, but rather to evaluate and recommend. The Council is hopeful that the items for inquiry and the recommendations will be received in the same constructive spirit in which they are offered.





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Executive Summary

1979 Annual Report  
of  
the Massachusetts Advisory Council  
on  
Vocational-Technical Education

Introduction

The 1979 Annual Report of the Massachusetts Advisory Council on Vocational-Technical Education (the Council) is the second Annual Report produced under Public Law 94-482, the Education Amendments of 1976.

P.L. 94-482 places major emphases on planning and evaluation of vocational education programs, and calls for the State Advisory Council to play an important role as an active participant in the development of the Five-Year State Plan, the Annual Program Plan, and the annual Accountability Report. In addition to these planning and evaluation responsibilities, the Council also advises the State Board of Education (the Board) on policy matters arising from program administration; has a representative on the State Employment and Training Council (SETC); in consultation with the SETC, identifies the vocational and employment and training needs of the State; provides technical assistance to local advisory councils; and prepares an Annual Report to be submitted to the U.S. Commissioner of Education through the State Board of Education.

This Annual Report describes activities undertaken by the Advisory Council during 1979<sup>1</sup> in fulfillment of its responsibilities under federal law, and presents recommendations pertaining to the planning, evaluation, administration and delivery of vocational education services in the Commonwealth of Massachusetts.

A. The Planning Process

The Council's general observation is that the Massachusetts Annual Program Plan For Vocational Education Fiscal Year 1980 (the FY 80 Annual Plan) is a notable improvement over the 1979 document; moreover, the entire planning process at the Division of Occupational Education level continues to be refined and improved from year to year.

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1. Fiscal year 1979; school year 1978-79.



There is still room for improvement in the Annual Plan. For example, there is no real bridge between the State Plan and what local education agencies will do; the evaluation process is not adequately spelled out, and it is not possible to determine how the Board uses the results of evaluation to decide which programs should be maintained, expanded or discontinued.

Five years ago the State Plan consisted of little more than the paperwork required to secure federal vocational education funds. There has been a gradual evolution of the Division's thinking about the value of planning, however, and the Council believes that the present State Plan comes very close to reflecting the Division's actual planning efforts. What is needed now is a further evolution, in the direction of: (1) more detailed goals and objectives, (2) identification of strategies, activities and resources for achieving goals, (3) greater specificity as to how the Division will monitor progress toward achieving goals, (4) improved data collection and use, and (5) better local-level planning, including direct linkages between state and local-level planning activities.

#### B. The Evaluation Process

In order to avoid duplication of effort, and because of very limited staff resources, the Advisory Council has taken the position that its primary role in carrying out its evaluation responsibilities should be to work cooperatively with the Division of Occupational Education for the purpose of developing an overall plan to evaluate vocational education programs within the Commonwealth which are supported totally or in part by P.L. 94-482 funds. This supportive role does not preclude the Advisory Council from conducting independent program evaluations and site visits from time to time, as staff resources permit, but it does emphasize the Council's position that the interests of the recipients of vocational education services can be served most effectively by the Council and the Division pooling their limited staff resources and working closely together to ensure that the evaluation requirements of P.L. 94-482 are carried out.

During FY 1979, the Advisory Council conducted independent field evaluation activities at five (5) sites within Massachusetts. At all field sites, Council members and staff talked with project staff and students, and observational data were collected on physical and attitudinal conditions. The findings from the field site visits are incorporated throughout this Report.



The Council notes that during the 1978-79 school year 112 school districts were monitored by the Division of Occupational Education for compliance with State and federal vocational education standards, and all federal grant recipients were required to submit quarterly progress reports, which were reviewed by Division staff. What is unclear is how the results of these commendable evaluation efforts were used to help the Board of Education make decisions on funding of occupational education proposals for 1979-80. The Board and the Commissioner of Education might benefit from a study of the extent to which the established evaluation process for occupational education programs is adequate to support management and policy decision-making, at both State and local levels.

### C. Progress Toward Achieving State Plan Goals

The Council acknowledges that equal access to quality vocational education is among the Massachusetts' Commissioner of Education's top priorities, and the Board of Education's Policy on Occupational Education is explicit in its commitment to address the needs of "minorities who face discrimination; women facing discrimination because of sex role stereotyping; urban and rural dropouts excluded from jobs due to lack of a high school diploma; youth offenders facing legal barriers and the physically and mentally handicapped who face discrimination because potential employers underestimate their capabilities."

The Council also commends the Associate Commissioner for Occupational Education and his staff not only for their leadership, but for their indefatigable efforts to cope with a complex piece of federal legislation (P.L. 94-482) that is full of self-defeating contradictions and made worse by an endless stream of "technical interpretations" from the U.S. Office of Education.

The State Plan for vocational education directs a significant portion of the federal money to priority populations. For example, in 1979 the Board of Education awarded \$3.1 million in federal vocational education funds to seven target cities (Boston, Fall River, New Bedford, Lowell, Somerville, Springfield, Worcester), where there are heavy concentrations of disadvantaged minority and limited English-speaking populations. In addition, \$739,999 went to community colleges serving these urban areas.

Approximately \$1.1 million in federal vocational education funds were awarded in 1979 to secondary and postsecondary institutions to improve guidance services and career decision-making skills of youth and adults.

Fifteen programs totalling approximately \$100,000 were funded with emphasis on reduction of sex stereotyping in vocational education; about \$257,000 were awarded for the development of Displaced Homemaker programs; and about \$1.5 in CETA funds were awarded for programs in construction skills for women. Two vocational schools received full State Chapter 622 program audits by the Bureau of Equal Educational Opportunity, which also held regional workshops for teachers, counselors and administrators on the subject of sex equity.

Approximately \$183,000 in federal vocational education funds were awarded to the Department of Correction for the development and implementation of occupational education programs for inmates.

The Divisions of Occupational Education and Special Education put together a joint planning task force, including representatives from CETA, Massachusetts Rehabilitation Commission, and the State Employment and Training Council. Approximately \$3.2 million was allocated by the two Divisions, to develop coordinated occupational education programs for Special Needs youth.

With respect to actual enrollments of priority populations, the Council continues to be frustrated by a lack of reliable data. In the absence of tabulated data that matches the enrollment goals set forth in the State Plan, we do not understand how the Board of Education can be confident that its priorities are being met. The Council believes there is room for improvement in the data collection and processing procedures the Department of Education now uses; moreover, the Division of Occupational Education agrees with the Council and has been most cooperative in meeting with Council staff and representatives to discuss possible improvements.

The Council has been anticipating the Vocational Education Data System (VEDS) for a long time. The promise was that VEDS would be a comprehensive reporting system in which essential non-aggregate data in machine readable form would be collected by state agencies and sent to Washington for tabulation and analysis by computer. But the implementation of VEDS has been characterized by continual and often abrupt design changes, as well as by stiff resistance from chief state school officers, who are understandably reluctant to impose new data collection burdens on local education agencies. Currently there is no firm prediction as to when, if ever, VEDS will be fully operational.



Having lost faith in VEDS, the Council looked to the Accountability Report, not only for tabulated data but for the Division's analysis of progress being made toward achieving State Plan goals, and the implications of successes and failures for future planning. The FY 1978 Report -- the first one required under P.L. 94-482 -- fell far short of this expectation. The FY 1978 Report was not comprehensible to the general public; it focused exclusively on compliance with federal regulations, and it made little attempt to draw conclusions from data. On the other hand, the Council realizes that the need to communicate to the general public in this instance conflicts in many ways with the need to comply with the federal Law, the Regulations and the technical interpretations promulgated by the U.S. Office of Education. In addition, accounting of funds expended was affected by changes in collecting procedures, by delayed U.S.O.E. approval of the State Plan, and by a change in the formula for distributing federal funds.

The Council has no interest in data for its own sake, nor do we wish to impose unnecessary burdens on the Division, or on local program administrators. While the Council would like to have a VEDS system, we do not subscribe to the assumption that a huge data-base will automatically generate answers to questions; indeed, the data-base should not be constructed until the questions are precisely defined. Our belief is that data are only part of evaluative research and that the ultimate purpose of such research is to know why programs succeed or fail and what can be done about the failures. Evaluation is a futile exercise unless the Division, the Council and local education agencies can agree on what the State Plan is attempting to achieve. Are increased enrollments sufficient?

The Council is pleased to note that the Division has appointed an experienced individual to coordinate and improve all data collection for the Division. We look forward to a productive year in 1980.

As the Commonwealth moves toward the goal of equal access, increasingly the key question becomes: "Access to what?" Equal access means more than access to selective vocational schools, more than participation in traditional programs, even more than access to occupations which labor market information indicates have the most openings. We will not have equity until minorities, women and handicapped persons have equal access to all jobs and all career paths, including those in primary labor markets.

#### D. Boston

Throughout 1979 the Council continued to monitor the slow progress being made by the City of Boston toward upgrading its program offerings in occupational education. The Council concluded that Boston students still did not have access to quality vocational education programs leading to marketable skills in promising careers, and the public's image of vocational education continues to decline.

After a year of study and debate, the Council was disturbed enough to recommend to the State Commissioner of Education that he order a State program and fiscal audit of vocational education in the City of Boston. The Commissioner agreed to perform such an audit, in 1980.

It is important to note that the Council did find evidence of commendable individual efforts, at all levels, within the Boston vocational education system. Efforts by the School Superintendent to reorganize the system have been complicated and slowed by the continued presence of the Court, by management and construction issues surrounding the Occupational Resource Center which go back at least a decade, by the turmoil surrounding the Unified Facilities Plan detailing the schools with low-enrollment scheduled to be closed, by entrenched vested-interest groups and by a lack of management data and information. To the Superintendent's credit, the Humphrey Occupational Resource Center is near completion (scheduled to open in September, 1980) and curriculum planners have been hired to develop new, competency-based curricula for the ORC. Equipment specifications for shops in the ORC have been reviewed and revised, an interim ORC Director has been appointed, and an advisory council network is being developed, incorporating business, labor and community resources. It is clear that the Superintendent regards the opening of the ORC as a pivotal event in his efforts to reorganize and upgrade vocational education in Boston.

#### E. Community-Based Organizations

In its FY 1978 Report, the Council expressed concern over the apparent ineligibility of community-based organizations (CBOs) for federal vocational education funds. In 1979 the Division sought and received clarification on this matter from the U.S. Office of Education, and it is now definite that local education agencies may enter into contractual arrangements with community-based organizations in situations where such organizations can: (1) provide equivalent programs at lesser costs; or (2) provide equipment or services not available in public institutions. This policy helps preserve the important



role CBOs have in providing services and programs to black and Hispanic youth in urban areas.

In addition, in 1980 the Board of Education will review its policy on direct funding of CBOs and has asked the Commissioner to do the following: (1) conduct a survey or inventory of CBO capabilities in the Greater Boston area; (2) in conjunction with the Boston Public Schools, assess the needs of the school system and determine which are being met by the LEA and which are not; (3) report the results of the above to the Board with a recommended funding range necessary to meet these needs. At that time, the Board will consider authorizing contracts with appropriate CBOs to fulfill those objectives.

#### F. Coordination of CETA and Vocational Education

In most areas of the Commonwealth, the major contributor to the long-range supply of labor (outside the professional and managerial ranks) is the public vocational education system, which includes the state's network of Regional Community Colleges as well as the secondary school sector. While CETA training programs are designed primarily to meet short-range labor market needs and so contribute to the more immediate supply of skilled labor, it is not unusual to find both CETA and the public vocational education system providing training in the same occupational skill areas. While duplication of effort is not necessarily bad, provided the labor market demand is there, in too many instances it is the result of inadequate communication between the two training systems.

While it is premature at this time to speculate about the results of joint planning at all governmental levels by the vocational education and employment and training systems (and differing current federal legislative requirements militate against such joint efforts), the Advisory Council believes that significant progress was made in Massachusetts during FY 1979 toward the better coordination of available resources by the two systems at the State level. The FY 1978 Annual Report of the Advisory Council noted that there appeared to be signs of a clear commitment at the highest level of state government to inter-agency cooperation and coordination in meeting the vocational education and employment and training needs of the Commonwealth, and there is considerable evidence that these cooperative efforts have continued and increased during FY 1979.

In 1978 the State Youth Council (a subcommittee of the SETC) published a Youth Action Plan, which prescribes programs and a timetable for implementing the previously issued Governor's Policy on Youth Employment and Training.

The Council commends the Division of Occupational Education for its initiative and creativity in developing an "Index of Educational Resources" to be applied toward the Youth Action Plan. This index identifies activities, resources, and responsibilities the Department of Education will bring to bear on the problem of youth unemployment in Massachusetts and there is evidence that local program operators actually are using such information for joint planning.

The development of the Youth Action Plan is but one example of the increasing cooperation between education and employment and training agencies in Massachusetts. Other interagency activities during FY 1979 included;

- . Development and implementation of an Interagency Critical Needs Training Program as a cooperative experiment between the Division of Occupational Education, the Department of Manpower Development, the Department of Commerce and Development, and the Division of Employment Security.
- . Funding by the Division of Occupational Education under P.L. 94-482 of six Displaced Homemaker training programs, with the active support of CETA and DES offices as recruitment sources and community colleges and local secondary schools as training sites.
- . Funding by the SETC of interagency liaison positions in the Department of Education, the Board of Regional Community Colleges, and the Board of Higher Education.

The FY 1980 Annual Program Plan for Vocational Education developed by the Division of Occupational Education included an eight-page section on Coordination with Manpower and Other State Agencies. Listed in this section are the Division's goals for increased and expanded coordination between state and local agencies responsible for the planning and delivery of vocational education and employment and training services. During FY 1979, all Massachusetts CETA Prime Sponsors and Subgrantees received information on the number of persons enrolled and completing specific vocational education programs offered in their jurisdictions. Similar information on the number of training programs will be made available to the six regional education offices during FY 1980. This sharing of information should provide a basis for increased coordination and cooperation between vocational education and CETA.

In the past two fiscal years, Massachusetts has taken steps to end the programmatic confusion and to develop a functional approach to the delivery of educational and employment and training services. Using the federal



requirements for interagency cooperation and coordination under P.L. 94-482 and P.L. 95-93 (the Youth Employment and Demonstration Projects Act of 1977) as springboards for action, the SETC and the Board of Education have demonstrated that agencies can be brought together to work cooperatively toward common goals, provided those goals are clearly defined and are mutually beneficial.

#### G. Comments on the Reports of the State Employment and Training Council

The State Employment and Training Council has published a series of reports during FY 1979 including: Employment and Training Resources in Massachusetts: A Guide for Employers; CETA and Energy Conservation; CETA and Local Economic Development; and The Governor's Youth Action Plan.

The major document published by the SETC was its Annual Report to the Governor on Employment and Training entitled Strengthening the System: A Functional Approach. This report provided the working agenda for the Statewide Governor's Conference on Employment and Training held in Boston on June 22, 1979.

The SETC's Annual Report is a comprehensive document that can and should serve as a work plan for building an employment and training system in the Commonwealth which is responsive to the needs of its most seriously disadvantaged clients, which will coordinate the wide variety of training programs throughout the state, and will improve the linkages between training and unsubsidized employment.

The report provides an excellent overview of the growth of the federally-funded manpower training system and addresses frankly the problems caused by the proliferation of agencies delivering employment, training and related services in pre-CETA days. It describes what steps the SETC has initiated in the past two years to develop a more unified employment and training system for Massachusetts, and identifies some of the remaining problems to be addressed before that goal can be achieved.

The Advisory Council commends the SETC for its constructive and comprehensive approach to restructuring the Commonwealth's employment and training system, and for its initiatives in promoting interagency cooperation and coordination as an essential part of that restructuring.

#### H. Local Advisory Councils

The function of a local advisory council is to advise the recipient of federal vocational education funds on current job needs and the relevance of the programs



being offered in meeting those needs. The Massachusetts Annual and Five Year State Plans require that each eligible applicant establish a local advisory council and submit a membership list indicating appropriate representation of both sexes and of the racial, ethnic and linguistic minorities and handicapped persons in the region the local council serves.

The State Council is confident that local councils do exist and are, in fact, providing eligible recipients with advice on current job needs. We are not certain of how much representation there is on such councils from both sexes, from racial and ethnic minorities, and from handicapped persons. There also seems to be a significant variation in the degree to which local councils actually participate in the local planning process and in developing applications to the Board of Education. More emphasis on these activities is needed.

#### I. State Occupational Information Coordinating Committee

Delays at the federal level in the appointment of the National Occupational Information Coordinating Committee and in the development and publication of regulations to guide the operations of the SOICC's led to delays at the state level. It was late in FY 1978 before the Massachusetts SOICC officially came into being by Executive Order of the Governor and was able to begin operations, a fact that was noted in the Advisory Council's FY 1978 Annual Report. Despite this late start, however, the Council now is pleased to report that the Massachusetts SOICC during FY 1979 has begun to make some modest steps toward facilitating interagency coordination, at least at the state level, in the fields of vocational education and employment and training.

The Advisory Council, through its work with local education agencies and local advisory councils is aware of the great need, not only for better regional and local labor market information, but also for technical assistance from the state level in how to use that information for local planning purposes.

The Advisory Council recognizes that the SOICC has limited staff resources, and that its primary purpose is to coordinate the collection and dissemination of occupational information rather than to engage in the actual collection of such data. The problems faced by local vocational education and employment and training program planners are caused not so much by lack of occupational information but rather by the incompatibility of the information currently available from different state agencies. So the need exists, not for an additional source of data, but for a clearinghouse for occupational



information at the state level that will systematize the collection of such information by all of the agencies which have the responsibility for doing so, and then make those data available to local planners in a form that is useful for planning. The Advisory Council believes it was the intent of Congress for the SOICC's to perform such a clearinghouse role, and recommends that the Massachusetts SOICC should concentrate its efforts on following that intent.

## J. Recommendations

The following recommendations are grouped by subject for convenience of discussion; the order of listing is not intended to suggest priorities.

### Planning and Evaluation

- (1) That the Department of Education develop and implement a written plan, with goals and time-lines, for improving the efficiency of its procedures for collecting, processing and disseminating vocational education data. (Chapter I)
- (2) That the Department of Education amend the State Plan for Vocational Education, to make it more specific with respect to goals, objectives, criteria for evaluation, and the planning role of local education agencies. (Chapter I)

### Access

- (3) That the Department of Education set forth in the State Plan for Vocational Education specific suggestions for delivering secondary and post-secondary vocational programs to disadvantaged racial and linguistic minorities. (Chapter I)
- (4) That the Board of Education encourage regional vocational schools and community colleges to participate in the delivery of vocational training programs conducted inside correctional institutions. (Chapter I)

### Local Advisory Councils

- (5) That the Department of Education organize and conduct, with the State Advisory Council on Vocational-Technical Education, at least one Statewide workshop for local advisory councils in 1980. (Chapter III)

### Coordination with CETA

- (6) That the Department of Education provide increased technical assistance to vocational educators and CETA program operators, at the local level, in

implementing the policy-making agreement entered into by the Board of Education and the State Employment and Training Council. (Chapter II)

Recommendations From Previous Council Reports On  
Which Additional Action is Needed

- (7) The Board of Education should define clearly the role of local education agencies and other agencies in achieving the objectives of the State Plan for Vocational Education, and should provide increased technical assistance to local education agencies in order to enhance and improve their planning capabilities. (Chapter IV, #3)
- (8) With reference to its May, 1978 Position Paper on Guidance and Counseling, the Board of Education should give careful consideration to the recommendations for strengthening school guidance services, as voiced by students at the Council's Student Forum held in Springfield in March, 1978. (Chapter IV, #8)



## I. Planning, Evaluation and Progress Toward State Plan Goals

### A. Comments on State Planning Process

The Council's general observation is that the Massachusetts Annual Program Plan For Vocational Education Fiscal Year 1980 (the FY 80 Annual Plan) is a notable improvement over the 1979 document; moreover, the entire planning process at the Division of Occupational Education level continues to be refined and improved from year to year.

Specifically, the Council finds four areas where the Annual Plan has been improved. The first is in the narrative material in pp. 1-5, where there is an attempt to place vocational education planning in a broader economic setting.

A second, major area of improvement is in the narrative section describing how funds will be used (pp. 29-32). The descriptions here are more program-specific than in previous years, and make it easier to determine what the Commonwealth's priorities are.

A third improvement is the "Request For Proposals" section (pp. 33-76), which is now in the form of a local planning booklet delineating categories of funding and instructions on how to complete proposal applications. There is considerably more information here than has ever been available in one source before, and the Division is to be commended for it.

The Division is making an effort to develop and encourage local planning by emphasizing: expected enrollment increases or decreases in specific vocational programs; (2) cooperative relationships among vocational schools, other employment and training agencies and the private sector; (3) attention to the needs of priority populations; (4) plans to eliminate sex stereotyping in programs; (5) use of local advisory councils; and (6) use of local labor market information produced by the State Department of Manpower Development.

The fourth change to be noted is in the method for distributing federal funds. The allocation tables found on pp. 77-92 of the FY 80 Annual Plan break out the set-asides for handicapped students and disadvantaged students. These set-asides must now be applied for first, before funds will be awarded for other programs (FY 80 Annual Plan, p. 38). The Division has also



found a way to allocate funds to eligible post-secondary institutions based on economic factors similar to those used for cities and towns (FY 80 Annual Plan, pp. 79-80).

Five years ago the State Plan consisted of little more than the paperwork required to secure federal vocational education funds. There has been a gradual evolution of the Division's thinking about the value of planning, however, and the Council believes that the present State Plan - more than ever before - is a report of the Division's actual planning efforts. What is needed now is a further evolution of thinking, in the direction of: (1) more detailed goals and objectives, (2) identification of strategies, activities and resources for achieving goals, (3) greater specificity as to how the Division will monitor progress toward achieving goals, (4) improved data collection and use, and (5) better local-level planning, including direct linkages between State and local-level planning activities.

The Local Planning Booklet for Programs Funded Under P.L. 94-482, Fiscal Year 1980 (FY 1980 State Plan, pp. 33-76) is replete with references to federal, State and local policy stressing access to vocational education and support services for priority populations, and specifies that no federal funds will be awarded to any applicant who has not applied for the special funds intended to serve the handicapped and disadvantaged, including limited English-speaking. Additionally, all vocational schools must comply with Title VI of the 1964 Civil Rights Act, Title IX of the 1972 Education Amendments, Section 504 of the 1973 Rehabilitation Act (covered under the federal Office of Civil Rights Guidelines for Vocational Education Programs, effective March 21, 1979), as well as with Massachusetts State Law, Chapter 622 of the Acts of 1971. The Planning Booklet also stresses that local advisory councils shall have an appropriate representation of both sexes, of racial, ethnic and linguistic minorities, and of handicapped persons. This action responds to the Council's suggestion, in its 1978 Report, that more community residents be recruited for local advisory councils.

The use of labor market information in vocational planning at the local level was introduced in the 1980 application process for federal funds. Data provided by the Division of Occupational Education allow LEAs to identify and write proposals for those vocational education programs related to job opportunities in their surrounding labor market areas that may not appear on the list of State-approved vocational education programs. The Division is obviously making an effort to ensure that

the vocational education programs offered in this State lead to meaningful opportunities.

The Council readily admits that there is no simple answer to the problem of how to bring about better integration of State and local planning. In all that it does, the Board of Education in Massachusetts (and elsewhere) must deal with some rather formidable political realities. These include a strong tradition of local control of education, local distrust of federal "intervention," lack of enthusiasm for State-mandated programs without adequate funding, a 17-1 ratio of State and local to federal funding for occupational education, and the fact that local education agencies receive the bulk of their State-provided operating funds almost automatically. Given these realities, not to mention the complexity of the federal law and regulations, it is understandable that the Board may be reluctant to "dictate" to local agencies how they shall plan. Nevertheless, the State Plan - if it is to have any value as a change agent - must provide a reference point against which all those charged with the responsibility of providing programs and services may measure their progress. The Council urges the Board and the Division to continue to lead aggressively toward that end.

#### B. Comments on Evaluation Process

##### . The Role and Responsibilities of the Advisory Council

Public Law 94-482 requires that State Advisory Councils shall:

- (1) evaluate vocational education programs, services, and activities under the State Board's annual program plan, and publish and distribute the results thereof (Sec. 105(d)(2)); and
- (2) assist the State Board in developing plans for State Board evaluations, and monitor these evaluations (Sec. 112(b)(2)).

In order to avoid duplication of effort, and because of very limited staff resources, the Advisory Council has taken the position that its primary role in carrying out its evaluation responsibilities should be to work cooperatively with the Division of Occupational Education for the purpose of developing an overall plan to evaluate vocational education programs within the Commonwealth which are supported totally or in part by P.L. 94-482 funds.



This supportive role does not preclude the Advisory Council from conducting independent program evaluations and site visits from time to time, as staff resources permit, but it does emphasize the Council's position that the interests of the recipients of vocational education services can be served most effectively by the Council and the Division pooling their limited staff resources and working closely together to ensure that the evaluation requirements of P.L. 94-482 are carried out. This joint effort includes the active participation by Council members and staff in the development of instruments and procedures for the collection of statistical data, and the use of these data for planning purposes. It also includes the participation of Council members and staff as adjunct members of evaluation teams in a select number of site visits conducted by Division of Occupational Education staff. By such participation, the Council is enabled to fulfill its responsibilities for assisting the State Board in developing plans for evaluations, and for monitoring these evaluations.

During FY 1979, the Advisory Council conducted independent field evaluation activities at five (5) sites within Massachusetts. On the occasion of the Council's regularly scheduled bi-monthly meeting in Lee, on November 16, 1978, Council members and staff visited and observed a variety of vocational education programs being operated by the South Berkshire Educational Collaborative with P.L. 94-482 funds. Accompanying Council members on these field visits were a member of the State Board of Education and staff members of the Division of Occupational Education. The January 18, 1979 meeting of the Council was held at the Boston Trade High School, and the agenda for that meeting included a tour of the school's workshop and classroom facilities, during which the Council members and staff had the opportunity to observe several vocational training programs in action.

Members of the Council's Evaluation Committee and Council staff conducted site visits during May of 1979, to vocational education programs at the Rindge Technical High School in Cambridge, the Boston YWCA, and at Newton North High School. The latter project was a cooperative program being operated in conjunction with the local subgrantee of the Balance of State CETA Prime Sponsor.

At all field sites, Council members and staff talked with project staff and students, and observational data were collected on physical and attitudinal conditions. The findings from the field site visits are incorporated throughout this Report.



Site visits are a valuable mechanism for assessing specific, on-going vocational programs. It is difficult, however, to make inferences about the overall quality of vocational education programs operating in Massachusetts from an evaluation process which relies only on site visits. The Council is aware that any evaluation of vocational education is incomplete without information on the students' post-graduation employment experiences. The limited information currently available on students' expected placement status is not sufficient for evaluating whether vocational education programs adequately prepare students to compete successfully in the labor market. Due to these data limitations, nothing can be said about the employment experiences of vocational education graduates and, as a consequence, the evaluation process is severely limited.

While the Advisory Council's responsibility for evaluating vocational education programs and for assisting the State Board to fulfill its evaluation responsibilities is seen as one of the most important functions of State Advisory Councils under P.L. 94-482, the purpose of such evaluation activity is viewed by the Council as a means to an end, not as an end in itself. The overall purpose of the Advisory Council is to provide a focal point for the public at large, and particularly for the "consumers" of vocational education, to express their views on the needs for vocational education within the Commonwealth, and to become actively involved in the planning, implementation and evaluation of vocational education programs designed to meet those needs. The collection of evaluative data on current programs is necessary, but it is useful only to the extent that such data are used by State and local planners to improve future program efforts. For this reason, the Council believes that it should direct its staff resources to assisting the State Board, local education agencies, and local advisory councils in the development of a statewide program evaluation system that will generate more useful information for improved program planning in the future.

### C. Progress Toward Achieving State Plan Goals

#### . Data: The Accountability Report

The Council continues to be frustrated by the lack of specificity in the State Plan and by a lack of reliable data. The Council does not question either the Board of Education's Policy On Occupational Education, or the Department of Education's commitment to implementing that policy. We do not understand, however, how the Board or the Department can know with any real confidence

the extent to which the Board's priorities are actually being met. While the Council can say that federal vocational dollars are being directed toward school districts with the greatest financial need, and toward the priority populations specified in P.L. 94-482, the information system for vocational education in Massachusetts simply does not produce data soon enough or accurately enough to be of much use to anyone concerned with making decisions now about which programs to fund next year, or five years hence.

The Council has been anticipating the Vocational Education Data System (VEDS) for a long time. The promise was that VEDS would be a comprehensive reporting system in which essential non-aggregate data in machine readable form would be collected by state agencies and sent to Washington for tabulation and analysis by computer. But the implementation of VEDS has been characterized by continual and often abrupt design changes, as well as by stiff resistance from chief state school officers, who are understandably reluctant to impose new data collection burdens on local education agencies. Currently there is no firm prediction as to when, if ever, VEDS will be fully operational.

Having lost faith in VEDS, the Council looked to the Accountability Report, not only for tabulated data but for the Division's analysis of progress being made toward achieving State Plan goals, and the implications of successes and failures for future planning. The FY 1978 Report, the first one required under P.L. 94-482, fell far short of this expectation. The FY 1978 Report was not comprehensible to the general public; it focused exclusively on compliance with federal regulations, and it made little attempt to draw conclusions from data.

On the other hand, the Council realizes that the need to communicate to the general public in this instance conflicts in many ways with the need to comply with the federal Law, the Regulations and the technical interpretations promulgated by the U.S. Office of Education. For example, the FY 78 Accountability Report, due July 1, 1979, covered a twelve month period (July 1, 1977 thru June 30, 1978) spanning two laws: three months under P.L. 90-576 and nine months under P.L. 94-482. In addition, accounting of funds expended was affected by changes in collecting procedures, by delayed U.S.O.E. approval of the State Plan, and by a change in the formula for distributing federal funds (see Appendix B, p. 1).

Recent technical amendments to the Vocational Education Act eliminate some of the data collection duplication about which states had complained. The Task Force drafting



regulations to implement these technical amendments, however, will probably recommend eliminating all statistical data requirements from the Annual Accountability Report, with states being required merely to explain "descriptively" the major differences between program performance and objectives set forth in their State Plans. While it is true that the data previously called for in the Accountability Report are available to the U.S. Office of Education in other surveys, these surveys are not readily available to the public, nor are the data tabulated in a form that makes them directly relatable to the State Plan.

The Council opposes the reduction of the Accountability Report to the narrative description called for in Section 104.241(b) of the Regulations. If, however, the Task Force drafting new regulations does recommend eliminating the statistical requirement, on the rationale that the data are available from VEDS and other federal sources, then the Council expects that it will automatically receive copies of all data reporting forms sent to federal agencies by the Commonwealth relative to vocational education.

The Council urges the Division of Occupational Education to include voluntarily in its FY 1979 Accountability Report enough data to clearly communicate at least the following:

- (a) Progress toward State Plan goals;
- (b) Distribution of funds among eligible recipients;
- (c) Results achieved by these funds;
- (d) Results of evaluations conducted by the State;  
and
- (e) How evaluation information has been used to  
improve programs and planning.

. Data: Enrollments

The first goal set forth in the Five Year State Plan for 1978-1982 is to provide equal access to quality vocational education programs, in occupational areas related to promising employment opportunities (Five Year State Plan, p. 34). This is a laudable goal, with which the Council is in total agreement, but an expansion of enrollments in existing programs may not be the best way to achieve the goal. For example, an increase in female enrollments in the broad category of Business and Office occupations does not tell us much about progress toward sex equity, because this category includes secretarial programs. If, however, the enrollment increase for females were to occur in computer programmers and computer operators -- also included in Business and Office occupations --



then it would be fair to say that some progress had been made toward reducing sex stereotyping. Yet the Board of Education does not have available enrollment data by sex beyond the broad category of Business and Office, which accounts for approximately 50% of all vocational education completions.

Appendix A of this Report contains tables of enrollments and expenditures but the Council hesitates to draw any firm conclusions from them. For example, Table II indicates that the number of disadvantaged students in vocational education has increased between 1974-1978, from 12,274 to 16,623 (even allowing for the extreme value in 1977, which is attributable to the method for counting enrollments below grade 9, mostly in Industrial Arts). Yet the actual percentage of disadvantaged students has not changed significantly over this five year period. The Council asks, "Why?" The Five Year State Plan projects an enrollment of 23,000 disadvantaged by 1978. The Council asks, "What accounts for the difference between projected and actual enrollments?" Moreover, the 16,623 figure does not appear in the FY 1978 Accountability Report.

These same kinds of questions can be raised with respect to enrollments of students with handicaps (where the Commonwealth is apparently more than meeting its goal) and limited English-speaking students (where we have only a rough estimate of how many are being served). And of course there is question about overall enrollments: are they increasing or decreasing? The difference between 1977 and 1978 seems to show a decline from 273,874 to 241,822 but the footnote on Table III attributes most of this to a difference in counting of below-Grade-9 Industrial Arts programs.

The point of this commentary is not simply to complain about the Department of Education's inability to state with certainty exactly how many students are participating in specific vocational programs at any given time. The problem of counting people is not limited to vocational education (the CETA system, for example, cannot produce accurate, timely enrollment data for its many programs), and the continual modification of the Vocational Education Data System serves only to complicate matters. But the Council does believe there is room for improvement in the data collection and processing procedures the Department of Education now uses; moreover, the Division of Occupational Education agrees with the Council and has been most cooperative in meeting with Council staff and representatives to discuss possible improvements.

The Council has proposed a "data-base," drawn largely from categories included in the still-to-be-launched

VEDS and, as of this writing, is working with the Division toward an understanding of: (1) what questions need to be asked in order to know whether or not the State Plan's objectives are being achieved; (2) how best to get answers to those questions; and (3) how to use evaluative research in long-range planning.

The Council has considered carefully both the need for each item in its proposed data-base, and the uses to be made of data-analysis results. The Council has no interest in data for its own sake, nor do we wish to impose unnecessary burdens on the Division or on local program administrators. While the Council would like to have a VEDS system, we do not subscribe to the assumption that a huge data-base will automatically generate answers to questions; indeed, the data-base should not be constructed until the questions are precisely defined. Our belief is that data are only part of evaluative research and that the ultimate purpose of such research is to know why programs succeed or fail and what can be done about the failures. Evaluation is a futile exercise unless the Division, the Council and local education agencies can agree on what the State Plan is attempting to achieve. Are increased enrollments sufficient?

The Council is pleased to note that the Division has appointed an experienced individual to coordinate and improve all data collection for the Division. We look forward to a productive year in 1980.

#### . Data: Financial

The Commonwealth allocates federal vocational education funds to local education agencies according to a formula, the two most important components of which are: (1) relative ability to provide resources, as determined by the property tax base, and (2) relative concentration of low-income families. Under this allocation process, approximately 800 projects were funded in FY 79, in 200 local school districts, for a total of \$12 million.

Among the advantages to the allocation process are: a more equitable distribution, with rural and small school systems given equal access to P.L. 94-482 funds; a greater number of schools applying for and receiving federal funds; more students served and more projects supported with federal funds; in providing technical assistance regional staff form better working relationships with more schools.

Among the disadvantages to the allocation process are: the increased volume of applications tends to slow down the review process; some school districts have difficulty addressing priority populations and/or assuring continuance of a program after federal funds cease; collaboratives and



community based organizations are not allocated funds directly but only as subcontractors; some of the categories involve small amounts, e.g., Cohasset received \$440 in "Subpart 3" money (program improvement and support services) and \$392 in "Subpart 4" money (special programs for the disadvantaged); the allocation formula is difficult to apply to community colleges, which do not have a local tax base.

As is the case for enrollment data, the data on expenditures is difficult to analyze, primarily because the Board has 27 months in which to expend a given fiscal year allotment. One has only to look at pp. 32-33 of the FY 1978 Accountability Report (Appendix B) to realize how complicated the accounting becomes. As an experiment, in 1979 the Council undertook a study of the decision-making process the Board of Education uses to approve programs for funding under P.L. 94-482. The Council surveyed the periods June, 1978 through December, 1978 and May, 1979 through October, 1979, in order to have a sample of a funding cycle (a complete report of this study will be published in early 1980). The Council's objective was to determine the relationship between the goals and objectives for occupational education as set forth in the Five Year State Plan 1978-1982, and reaffirmed in the 1979 and 1980 Annual Program Plans, and the patterns of expenditures for programs actually approved by the Board. The Council's observations are based on examination of the summary sheets given to the Board for programs to be approved, and on data produced by the Division of Occupational Education.

Based on its analysis of program expenditures actually approved by the Board of Education between June, 1978 and October, 1979, the Council offers the following summary observations for the Board's consideration:

- The amount of federal money spent on instructional programs<sup>(1)</sup> is about one third of the total approved by the Board for the period reviewed.
- Expenditures for the first six months of the FY 1980 funding cycle tended to respond more to the goal of career exploration than they did to providing programs related to promising employment opportunities.
- In FY 1979 approximately \$13,436,000 of federal funds were allocated to local education agencies,

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(1) For purposes of this analysis, the Council defined "instructional programs" as those programs whose exclusive objective is to impart to individuals a level of skills and knowledge necessary to function in a specific occupation or cluster of occupations. This definition excludes such programs and services as career exploration, work experience and cooperative, guidance and counseling, and equipment or supplies.



and \$1,466,000 to community colleges, under the distribution formula found in the Annual Program Plan. The amounts for FY 1980 were \$12,840,000 for local education agencies and \$1,526,000 for community colleges. The amount allocated to public school districts is ten times that for regional vocational schools, which appears equitable in the light of their comparative enrollments.

- About 31% of the 175 public school districts had amounts reserved in FY 1980 equal to or greater than the amounts reserved for FY 1979. In this group were 11 cities, or 28% of the total number of cities listed among the public school districts. Six cities (Fall River, Holyoke, Lynn, Cambridge, Newburyport and Marlboro) with the same or increased amounts reserved also had increased enrollments in FY 1980. However, four cities with the same or increased amounts reserved in FY 1980 had a decline in enrollment in FY 1980 (Chicopee, Brockton and Peabody).

- About 55% of the 26 regional vocational technical school districts had amounts reserved for FY 1980 equal to or greater than the amounts reserved for FY 1979. Among these districts, three contain cities (Northeast Metropolitan, Greater Lawrence and Southeast Regional), two contain rural communities (Old Colony and Blackstone Valley), and four contain at least one city and one rural community (Bristol-Plymouth, Greater Lowell, Whittier, and Assabet Valley). All these districts had the same or increased enrollments for FY 1980.

- About 24% of the 49 academic regional school districts had the same or greater amounts reserved for FY 1980 than for FY 1979. Among the 12 are 7 containing rural communities (Spencer-East Brookfield, Quabbin, Gateway, Martha's Vineyard, Hampshire, Silver Lake and Tantasqua). Within this group, only Hampshire's enrollment declined.

#### D. Commonwealth's Commitment to Equity

The Council acknowledges that equal access to quality vocational education is among the Massachusetts' Commissioner of Education's top priorities, and the Board of Education's Policy on Occupational Education is explicit in its commitment to address the needs of "minorities who face discrimination; women facing discrimination because of sex role stereotyping; urban and rural dropouts excluded from jobs due to lack of a high school diploma; youth offenders facing legal barriers; and the physically and mentally handicapped

who face discrimination because potential employers underestimate their capabilities."

The Council also notes that these priority populations are specifically listed under the "funding categories" found on pp. 38-53 of the Annual Plan FY 1980, and that the allocation formula in the Plan for P.L. 94-482 funds, in effect, "steers" federal money to communities with heavy concentrations of minorities.

While federal funds must, of necessity, be distributed according to priorities among eligible applicants, eligible programs and among populations, the Advisory Council does not rank-order the target populations requiring increased access to vocational education, but addresses the needs of all groups simultaneously. This is not as difficult as it might first appear, since there are common barriers:

1. There is (still) a marked need for attitudinal change with regard to almost every target population identified in the State Plan. These attitudes include, but are not limited to, attitudes of students, teachers and parents. (e.g., many black parents fear that their children are being "tracked" into vocational education and, hence, into dead-end, menial jobs).

2. Most of the newer regional vocational-technical schools are not located where the targeted populations (e.g., linguistic minorities, urban blacks) are, although this is less true now than previously. But, since the building of new regional vocational-technical schools has been sharply curtailed, imaginative ways of developing programs for the targeted populations, utilizing community-based organizations, comprehensive high schools and collaboratives, must be sought.

3. Relative cost factors must also be taken into account. Programs for the disadvantaged and handicapped incur higher-than-average costs, only partially offset by federal monies. In an era of scarce and finite resources, this is a major factor militating against new vocational programs for the above populations, and for the incarcerated, as well.

The Council notes with pleasure the joint efforts of the Divisions of Occupational Education and Special Education on behalf of special needs youth. Both Divisions are to be commended for their allocation of approximately \$3.2 million for developing coordinated occupational education programs for this target population. The Council looks optimistically toward continued and expanded movement in this area.



The Bilingual Vocational Specialist hired by the Division has made noteworthy strides in serving the needs of linguistic minorities, specifically, by conducting in-service training of regional center staff, providing technical assistance to local education agencies in the areas of staff training, program development and long-range planning, developing support services for students and teachers, identifying and seeking solutions to the needs of linguistic minorities on a Statewide level, monitoring for compliance with federal and state regulations, reviewing admissions update plans and proposals, and fostering professional development programs for linguistic minorities. In November of 1979 the first Bilingual Vocational Educators' Conference was held at Keefe Vocational-Technical School in Framingham, Massachusetts. The Conference was attended by over 100 participants from Massachusetts, New Hampshire, New Jersey, New York, Connecticut and Rhode Island. A great deal of information was exchanged, which will be compiled and disseminated by the Division.

The Council is pleased with the results of steps being taken and planned with regard to providing equal access to vocational education, as summarized on pp. 114-116 of the FY 1980 Annual Plan. The key question now is: "Access to what?" Equal access means more than access to selective vocational schools, more than participation in traditional programs, even more than access to occupations which labor market information indicates have the most openings. We will not have equity until minorities, women and handicapped persons have equal access to all jobs and all career paths, including those in primary labor markets.

#### E. Boston

Throughout 1979, the Council continued to monitor the slow progress being made by the City of Boston toward upgrading its program offerings in occupational education. Our activities included:

- meeting with Superintendent of Schools, Dr. Robert Wood, to hear his plans for restructuring the school system;
- participating in the deliberations of the Boston Advisory Council on Career and Occupational Education (although this committee has become largely inactive);



- monitoring the meetings of Dr. Wood's "ORC Management Team," charged with examining the issues surrounding occupational education and the construction of the new Occupational Resource Center;
- consulting with community organizations, such as the Tri-Lateral Council (representing businesses in Boston) and the City-Wide Parents Advisory Council;
- hearing testimony and recommendations from local councils at a public meeting held in the Boston metropolitan area;
- touring the construction site of the Occupational Resource Center (scheduled to open in September, 1980), and Boston Trade School;
- communicating regularly with the State Division of Occupational Education on the subject of Boston; and
- reviewing proposals for funding in Boston under both P.L. 94-482 and CETA.

The charges made against the vocational education system in Boston are common knowledge: outmoded and broken equipment, outdated curriculum, demoralized instructors, politicized administrators in School Department headquarters, segregation by sex if not by race, traditional and conservative program offerings, lack of central authority and accountability, non-compliance with State and federal regulations, inadequate inventory control and improper use of vocational education resources to perform work for political figures, etc. The Council does not wish to rehash these charges: it is sufficient to say that, at the end of 1979, Boston students still did not have access to quality vocational education programs leading to marketable skills in promising careers, and the public's image of vocational education continues to decline.

After a year of study and debate, the Council was disturbed enough to recommend to the State Commissioner of Education that he order a State program and fiscal audit of vocational education in the City of Boston. The Commissioner agreed to perform such an audit, in 1980.

The Council hopes that the audit will provide information in six broad categories:

- (1) compliance with Chapter 74 and P.L. 94-482 regulations;
- (2) implementation of the Unified Plan, as amended;
- (3) enrollment of racial and linguistic minorities, females and handicapped students in vocational education programs;
- (4) status of vocational education programs offered in high schools and the relationship of such programs to the ORC;
- (5) availability of data needed to evaluate and manage Boston's vocational education system; and
- (6) answers to allegations of inadequate inventory control of materials and equipment, and of improper and unauthorized use of vocational students, materials and equipment on "special projects" bearing no relationship to curriculum.

The Council needs this information not only to fulfill its federal mandate to evaluate vocational education programs and services, but to respond to the concerns brought to us by students and faculty in the Boston vocational education system, by the Boston Advisory Council on Career, Vocational and Occupational Education, and by the Citywide Parents' Advisory Council. In addition, we have in mind the points raised in the March, 1978 Report of the Citywide Coordinating Council to the United States District Court, which, in our judgment, have not been resolved. In the Council's view, the only way to get this information is through an audit.

The Council makes this recommendation after a full year of analysis of the issues, and debate about best to move vocational education in Boston forward. The Council acknowledges the leadership provided by the Massachusetts Board of Education and its Commissioner in attempting to improve the quality and scope of vocational education in Boston. The Council believes that such an audit, while not a panacea, will contribute to a comprehensive solution to Boston's problems and will be in the best interests of the Superintendent of Schools as he tries to create an open, responsive school system.

It is important to note that the Council does find evidence of commendable individual efforts, at all levels, within the Boston vocational education system.



The Superintendent's efforts to reorganize the school system have been complicated and slowed by the continued presence of the Court, by management and construction issues surrounding the Occupational Resource Center which go back at least a decade, by the turmoil surrounding the Unified Facilities Plan detailing the schools with low-enrollment scheduled to be closed, by entrenched vested-interest groups and by a lack of management data and information. To the Superintendent's credit, the Humphrey Occupational Resource Center is near completion (scheduled to open in September, 1980) and curriculum planners have been hired to develop new, competency-based curricula for the ORC. Equipment specifications for shops in the ORC have been reviewed and revised, an interim ORC Director has been appointed, and an advisory council network is being developed, incorporating business, labor and community resources. It is clear that the Superintendent regards the opening of the ORC as a pivotal event in his efforts to reorganize and upgrade vocational education in Boston.

#### F. Community-Based Organizations

In its FY 1978 Report, the Council expressed concern over the apparent ineligibility of community-based organizations (CBOs) for federal vocational education funds. In 1979 the Division sought and received clarification on this matter from the U.S. Office of Education, and it is now definite that local education agencies may enter into contractual arrangements with community-based organizations in situations where such organizations can: (1) provide equivalent programs at lesser costs; or (2) provide equipment or services not available in public institutions. Although community-based organizations are unlikely to be entirely satisfied with any arrangement short of being able to contract directly with the Commonwealth, this new policy at least partially preserves the important role CBOs have in providing services and programs to black and Hispanic youth in urban areas.

In addition, in 1980 the Board of Education will review its policy on direct funding of CBOs and has asked the Commissioner to do the following: (1) conduct a survey or inventory of CBO capabilities in the Greater Boston area; (2) in conjunction with the Boston Public Schools, assess the needs of this school system and determine which are being met by the LEA and which are not; and (3) report the results of the above to the Board with a recommended funding range necessary to meet these needs. At that time, the Board will consider



authorizing contracts with appropriate CBO's to fulfill those objectives.

It should be noted that in the recent past, 90% of the CBO activity was in the Boston area, almost exclusively in the category of the disadvantaged and handicapped, and amounted to roughly \$700,000 annually.



## II. The Vocational Education and Employment and Training Needs of the State

### A. Meeting the Vocational Education and Employment and Training Needs of the State

#### . Identification of Needs

In recent years, federal legislation pertaining to both the vocational education and the employment and training systems has emphasized the use of better and more extensive regional and local market information in justifying the needs for educational and employment and training programs. P.L. 94-482 requires vocational education planners to provide appropriate labor market data in order to support the "need for training" in those occupational skill areas for which program funding is being requested. The CETA Amendments of 1978 (P.L. 95-524) also call for the use of current labor market information in the planning of occupational training programs for CETA participants, and limit such training to those occupational areas in which skills shortages can be shown to exist and for which there is a reasonable expectation of future employment.

The availability of adequate information on current and projected demand for labor by occupation always has presented a problem for vocational education and employment and training program planners and administrators. During FY 1979, due largely to the work of the Research and Program Development Division of the Department of Manpower Development, much more adequate information on current and future labor market demands was made available to program planners to assist them in identifying those occupations which are experiencing significant growth throughout Massachusetts and in selected substate areas. However, the problem still facing the program planners is how to determine if the current and projected demands for high growth occupational skills are being met by existing or planned training programs within the State. For the most effective planning and optimum allocation of scarce resources, it is essential for planners to know what the supply of skilled labor in specific occupational fields is likely to be for the foreseeable future so that determinations can be made whether or not additional skills training programs should be planned and implemented. Only by looking at both the supply of and demand for skilled labor can the vocational education and employment and training planners, working together, identify with any degree of accuracy, what are the actual current and future



training needs of the State as a whole and of different substate areas.

In most areas of the Commonwealth, the major contributor to the long-range supply of labor (outside the professional and managerial ranks) is the public vocational education system, which includes the State's network of Regional Community Colleges as well as the secondary school sector. While CETA training programs are designed primarily to meet short-range labor market needs and so contribute to the more immediate supply of skilled labor, it is not unusual to find both CETA and the public vocational education system providing training in the same occupational skill areas. All too frequently, this duplication of training effort is the result of inadequate communication between the two training systems rather than a joint determination of current and projected high need of workers in the occupational skills area for which training is being provided by both systems.

Program planners and administrators of both the vocational education and employment and training systems need to be aware of the magnitude and nature of the current and future planned programs of each other. Shared information on the short- and long-range institutional supply of labor to selected occupations is essential to both systems so that they can make a joint determination of whether or not additional skills training is warranted. Better communications between local schools and community colleges providing vocational education and CETA Prime Sponsors and subgrantees would lead to the provision of this necessary information. Such improved communication channels would lead also, in time, to the incorporation of information on existing training programs into the now separate planning processes of both systems, and might eventually result in the sharing of resources as well as information.

#### . Coordination of Effort

While it is premature at this time to speculate about the results of joint planning at all governmental levels by the vocational education and employment and training systems (and differing current federal legislative requirements militate against such joint efforts), the Advisory Council believes that significant progress was made in Massachusetts during FY 1979 toward the better coordination of available resources by the two systems at the State level. The FY 1978 Annual Report of the Advisory Council noted that there appeared to be signs of a clear commitment at the highest level of State

government to interagency cooperation and coordination in meeting the vocational education and employment and training needs of the Commonwealth, and there is considerable evidence that these cooperative efforts have continued and increased during FY 1979.

A large measure of the credit for initiating and maintaining the interagency coordination must be given to the Department of Manpower Development, and to the State Employment and Training Council (SETC) whose staff are members of that Department. Credit is due also to the Board of Education and the Department of Education for giving full support to the SETC's initiatives. Members of the Board and staff members of the Department have played active roles in various interagency work groups established by the SETC. Following the development of the Governor's Policy on Youth Employment and Training by a broadly-based interagency task force in FY 1978 under the joint leadership of the SETC and the Board of Education, the SETC established a Youth Council and assigned to it the task of translating the goals of the policy statement into a specific and comprehensive plan of action. This Youth Council, which is a subcommittee of the SETC, is chaired by a member of the Board of Education and includes representation from the Advisory Council and the Division of Occupational Education, in addition to membership from private industry, local communities, organized labor, governmental and community-based organizations, and youth. As a result of intensive work by the Youth Council during the first half of FY 1979, a Youth Action Plan was presented at a Statewide Governor's Youth Conference, "Education and Training for the World of Work," held in Worcester in May, 1979. The Action Plan defines the areas of need for action, prescribes programmatic activities to address these needs, identifies agencies and resources currently available, and provides a timetable for the implementation of programs.

The development of the Youth Action Plan is but one example of the increasing cooperation between education and employment and training agencies in Massachusetts. Other interagency activities during FY 1979 included:

- . Development and implementation of an Interagency Critical Needs Training Program as a cooperative experiment between the Division of Occupational Education, the Department of Manpower Development, the Department of Commerce and Development, and the Division of Employment Security.
- . Funding by the Division of Occupational Education under P.L. 94-482 of six Displaced Homemaker training programs, with the active support of



CETA and DES offices as recruitment sources, and community colleges and local secondary schools as training sites.

- . Funding by the SETC of interagency liaison positions in the Department of Education, the Board of Regional Community Colleges, and the Board of Higher Education.

A complete listing of all interagency coordination programs funded by the SETC with FY 1978 CETA funds (Governor's Youth Grant, Governor's 4% Grant, and Governor's 5% Vocational Education Grant) and operating during FY 1979 is to be found in Appendix C of the SETC's 1979 Annual Report to the Governor on Employment and Training.

The FY 1980 Annual Program Plan for Vocational Education developed by the Division of Occupational Education includes an eight-page section on Coordination with Manpower and Other State Agencies. Listed in this section are the Division's goals for increased and expanded coordination between State and local agencies responsible for the planning and delivery of vocational education and employment and training services. These goals include:

- . The on-going review of vocational education program plans by State and local CETA planning councils and boards, and a similar review of youth-oriented CETA program plans by the Division of Occupational Education.
- . The joint planning and funding by the SETC and the Division of Occupational Education of a variety of programs, including those designed to reduce sex stereotyping in vocational education and employment and training programs, and in-school youth projects.
- . The participation by Division of Occupational Education staff in interagency task forces formed under the Governor's CETA Linkage Grant to examine and restructure the educational, employment and training, and human services delivery systems of the Commonwealth.

The coordination goals of the Division of Occupational Education and the actions taken by the Department of Manpower Development during FY 1979 to promote interagency cooperation and coordination reflect a commitment by policy-makers and planners at the State level that is most welcome, particularly in light of the long history of protection of "turf rights" by federal and state educators and manpower



personnel that dates back to the enactment of the Manpower Development and Training Act (MDTA) in the early 1960's. However, commitment to coordinated action by state agencies, no matter how sincere and how strong, does not translate itself automatically into similar cooperation and coordination at the local level. Increased coordination will stem, hopefully, from the fact that during FY 1979, all Massachusetts CETA Prime Sponsors and Subgrantees received information on the number of persons enrolled and completing specific vocational education programs offered in their jurisdictions. Similar information on the numbers of persons enrolled and completing specific CETA skills training programs will be made available to the six regional education offices during FY 1980. This sharing of information should provide a basis for increased coordination and cooperation between vocational education and CETA.

In addition, the Council commends the Division of Occupational Education for its initiative and creativity in developing an "Index of Educational Resources" to be applied toward the Youth Action Plan. This index identifies activities, resources, and responsibilities the Department of Education will bring to bear on the problem of youth unemployment in Massachusetts and there is evidence that local program operators actually are using such information for joint planning.

While it is necessary to have real commitment "from the top" in order to create a favorable climate for interagency coordination at all levels throughout the Commonwealth, consistent, integrated and coordinated action to meet the needs of the State will occur only when local planners and program operators become convinced that it is in their own best interests to get together. Site visits by Advisory Council members and staff to those few projects which have been mounted through joint planning by local vocational educators and CETA staff have served to confirm the feelings of the Council that such projects tend to be idiosyncratic rather than process-oriented, and exist mainly because of the personal commitment of individual local staff people to the sharing of available resources for the common good of the local community.

In commenting on the need for greater interagency coordination effort at the local level, and in suggesting that State agencies should use some of their resources to provide more technical assistance to local program operators, the Advisory Council does not wish to diminish in any way the very real progress made by the SETC and the Board of Education, toward achieving coordination at the highest levels of State policy-making. Massachusetts should be proud that it is unique in the entire nation in the development of a Statewide policy on youth employ-

ment and training and an action plan to implement that policy. The fact that both the policy and the plan were developed through a broadly-based interagency coordination process makes the achievement even more remarkable because, over the past fifteen years, a bewildering array of educational, manpower and human service agencies had come into being through various federal and State initiatives, and institutional "turfmanship" had become rampant. Few of these agency administrators and planners were aware in the past of who was providing the same or similar educational and training services to the same client groups. The result had been needless duplication, inefficient use of resources, and sometimes even chaos.

In the past two fiscal years, Massachusetts has taken steps to end the programmatic confusion and to develop a functional approach to the delivery of educational and employment and training services. Using the federal requirements for interagency cooperation and coordination under P.L. 94-482 and P.L. 95-93 (the Youth Employment and Demonstration Projects Act of 1977) as springboards for action, the SETC and the Board of Education have demonstrated that agencies can be brought together to work cooperatively toward common goals, provided those goals are clearly defined and are mutually beneficial. This example of interagency coordination in action is just a beginning, and much work needs to be done to make it a standard operating procedure. But a start has been made and the momentum has been provided for more ambitious efforts. The Advisory Council intends to do all it can to help build that momentum.

#### B. Comments on the Reports of the State Employment and Training Council

The State Employment and Training Council has published a series of reports during FY 1979 including: Employment and Training Resources in Massachusetts: A Guide for Employers; CETA and Energy Conservation; CETA and Local Economic Development; and The Governor's Youth Action Plan.

The major document published by the SETC was its Annual Report to the Governor on Employment and Training entitled Strengthening the System: A Functional Approach. This report provided the working agenda for the State-wide Governor's Conference on Employment and Training held in Boston on June 22, 1979.

The SETC's Annual Report is a comprehensive document that can and should serve as a work plan for building an employment and training system in the Commonwealth which is responsive to the needs of its most seriously disadvantaged



clients, which will coordinate the wide variety of training programs throughout the State, and will improve the linkages between training and unsubsidized employment.

The report provides an excellent overview of the growth of the federally-funded manpower training system and addresses frankly the problems caused by the proliferation of agencies delivering employment, training and related services in pre-CETA days. It describes what steps the SETC has initiated in the past two years to develop a more unified employment and training system for Massachusetts, and identifies some of the remaining problems to be addressed before that goal can be achieved. They are:

- . Coordination and accountability among public employment and training agencies are difficult because the system operates on many governmental levels.
- . There are too few mechanisms for exchange of information and resources between the public and private sectors.
- . Many agencies and organizations perform the same services.
- . Geographic service areas for employment and training activities are inconsistent.

The balance of the report is devoted to a presentation and discussion of a management strategy for strengthening the employment and training system through a functional approach emphasizing access, training, job development and placement, the provision of support services, the creation of subsidized employment, and planning and evaluation. The purpose of this proposed functional approach is to provide agencies and individuals who are engaged in delivering employment and training services with a means of focusing on what they are doing, rather than on where they are doing it. In this way, it is hoped, information exchange and coordination of activities will be enhanced and a more effective system will result.

The Advisory Council commends the SETC for its constructive and comprehensive approach to restructuring the Commonwealth's employment and training system, and for its initiatives in promoting interagency cooperation and coordination as an essential part of that restructuring.



### C. Coordination

Coordination between the vocational education and employment and training systems would be strengthened if a single State agency were designed to coordinate collection and analysis of data on current and projected demand for and supply of skilled labor in specific occupational fields. Such an agency would disseminate these data to both vocational education and employment and training planners, and provide technical assistance to these planners for the purpose of using the data to identify more accurately the current and future training needs of the Commonwealth.

In order to avoid the wasting of scarce resources through duplication of program efforts, a system should be designed to ensure the sharing of information on the nature and scope of current and future planned training programs between vocational educators (including the Community Colleges) and employment and training program administrators and planners.

The interagency cooperation in policy-making initiated by the SETC with the active support of the Board of Education should be expanded to include coordinated staff efforts from the State level to provide technical assistance to local vocational educators and employment and training operators for the purpose of facilitating an integrated and coordinated approach at the local level.

In addition to the suggestions stated above, the Advisory Council endorses those recommendations in the SETC's Annual Report to the Governor which address the need for better coordination and sharing of information between the vocational education and employment and training system, as follows:

- . Working with employers and unions, the employment and training system should seek to reduce artificial barriers, such as unnecessary credentials and licensing, as requirements for employment (Emphasis added).
- . Standard reporting of basic program-related information by all employment and training system agencies must be promoted through the development of a uniform report system, using common system-wide definitions, and providing the basic information necessary to the effective management of the system as a whole.

- . Employment and training and human service agencies must work to "close the loop" between their planning and evaluation operations to ensure that evaluation of past and current programs is incorporated into planning for future programs.
- . Private employers, administrators of the academic community, and employment and training managers must work together to improve our ability to project occupational demand by increasing the utility of currently available data sources and by exploring the feasibility of increased occupational and wage data through a wage reporting system.
- . Employment and training administrators, private employers, and members of the academic community must work together to identify key occupational areas in which labor supply and demand imbalances are most critical and to develop an information base designed to prevent such imbalances.
- . The evaluation of all employment and training programs throughout the system must be encouraged by the development of improved evaluation and follow-up techniques and by the incorporation of program evaluation results in the design and implementation of future programs.

Finally, the Advisory Council endorses the SETC's functional approach to the restructuring of the Commonwealth's employment and training system, and recommends that a similar approach be adopted for the vocational education system. The functional approach to system management represents a departure from the traditional institutional approach. By focusing on the system's functions such as access, training, job development and placement, provision of support services, and planning and evaluation, personnel at the State and local levels are encouraged to cut across institutional boundaries, which have caused gaps in service delivery and duplication of effort in the past, and to concentrate on what they are doing rather than where they are doing it. Such an approach can lead more easily to the sharing of information and the coordination of activities, and should effect the design of a much more effective service delivery system.





### III. Status of SOICC and Local Advisory Councils

#### A. Status of the State Occupational Information Coordinating Committee

The State Occupational Information Coordinating Committee (SOICC) derives its mandate from three separate but related federal legislative sources: the Education Amendments of 1976 (P.L. 94-482); the Youth Employment and Demonstration Projects Act of 1977 (P.L. 95-93); and the CETA Amendments of 1978 (P.L. 95-524).

The intent of the Congress, as stated in the original enabling legislation, P.L. 94-482, was to require each state receiving federal vocational education funds to bring together the administrative heads of those state agencies responsible for vocational education, employment and training, employment security, and rehabilitation for the purpose of coordinating the collection and dissemination of occupational information to be used in the planning and implementation of vocational education and employment and training programs throughout the state. This Congressional intent was reiterated and reinforced by the references to the role and purpose of the SOICC in the two subsequent pieces of legislation, P.L. 95-93 and P.L. 95-524.

Delays at the federal level in the appointment of the National Occupational Information Coordinating Committee and in the development and publication of regulations to guide the operations of the SOICCs led to delays in the establishment of OICCs at the state level. It was late in FY 1978 before the Massachusetts SOICC officially came into being by Executive Order of the Governor and was able to begin operations, a fact that was noted in the Advisory Council's FY 1978 Annual Report. Despite this late start, however, the Council now is pleased to report that the Massachusetts SOICC, during FY 1979, began to make some modest forward steps toward facilitating interagency coordination, at least at the State level, in the fields of vocational education and employment and training.

In Massachusetts, the SOICC consists of the Assistant Secretary for Manpower Development in the Executive Office of Economic Affairs, the Associate Commissioner of Occupational Education in the Department of Education, the Director of the Division of Employment Security, and the Commissioner of the Massachusetts Rehabilitation Commission. This basic mandatory membership is augmented, as the need arises, with representation on an ad hoc basis from other State agencies which have responsibility for and an interest in educational and employment and training programs.

During FY 1979, the Massachusetts SOICC established a Vocational Education Planning Work Group for the purpose of coordinating the activities of the Division of Occupational Education and the Department of Manpower Development with a view to improving Statewide planning for the use of federal and State vocational education funds. In conjunction with the New England Regional Commission, the SOICC co-sponsored a conference for CETA personnel throughout the Commonwealth to facilitate the exchange of information on the planning, coordination and evaluation of employment and training programs, and to discuss methods for improving the joint development and use of current and accurate labor market information.

The Advisory Council notes that the SOICC's FY 1980 Work Plan calls for a number of activities related to vocational education. Specifically, these activities include: an evaluation of the use of labor market information in vocational education planning, the preparation and publication of a directory indicating sources of labor market information; the collection of information on enrollments and completions in CETA skills training programs; the development of training materials on the use of the Standard Occupational Classification codes for vocational education and employment and training program planners; and a cooperative effort with the Division of Occupational Education to assist local education agencies in reporting state required information.

Because of its own limited staff resources and its lack of detailed information on the day-to-day activities of the SOICC staff, the Advisory Council is not in a position to comment on what impact the SOICC has made, to date, on coordinating the collection and dissemination of occupational information below the State level for the planning and operation of vocational education and employment and training programs. The Advisory Council, through its work with local education agencies and local advisory councils is aware of the great need, not only for better regional and local labor market information, but also for technical assistance from the State level in how to use that information for local planning purposes. The Council suggests that the SOICC address itself to meeting that need during FY 1980.

The Advisory Council recognizes that the SOICC has limited staff resources, and that its primary purpose is to coordinate the collection and dissemination of occupational information rather than to engage in the actual collection of such data. The problems faced by local vocational education and employment and training program planners are caused not so much by lack of occupational information but rather, by the incompatibility of the information currently available from different State agencies. So the need exists, not for an additional source of data, but for a clearinghouse for occupational



information at the State level that will systematize the collection of such information by all of the agencies which have the responsibility for doing so, and then make those data available to local planners in a form that is useful for planning. The Advisory Council believes it was the intent of Congress for the SOICCs to perform such a clearinghouse role, and recommends that the Massachusetts SOICC concentrate its efforts on following that intent. This will not be an easy task. As the SETC has discovered, State agency administrators and planners have not been in the habit of sharing information in the past. Many agencies still spend much valuable staff time in collecting information that is already available through some other agency, but they are not aware that it exists. So the SOICC, at least, should be surveying all State and local sources of available occupational information, and then should make all agencies aware of what data exists and where it can be found.

One problem facing the SOICC is that, although it was created by federal mandate, it has no real "clout" at the State level. The Congress, which created the chaotic multiplicity of educational and training services in the first place, has now decreed that state agencies should coordinate their efforts in order to reduce the resulting duplication of services. But, as the Advisory Council has pointed out in other sections of this report, coordination between State agencies will not occur automatically simply because of legislative requirements by the federal government. The SETC and the Board of Education have demonstrated that interagency cooperation and coordination is possible when all parties involved can agree on common goals and can see some benefit for themselves in working with other agencies. So the SOICC, if it is to be effective, must identify some of the common informational needs of educational and training agencies and then serve as a catalyst in bringing these agencies together to work cooperatively on tasks that the agencies perceive as producing mutual benefits. In so doing, the SOICC must avoid the bureaucratic tendency to establish itself as a separate agency generating its own information, because such a course would lead to further duplication of effort. This is a difficult and ambitious task, but the SETC has shown that such an undertaking is not impossible, and the SOICC staff can learn from the experience of the Departments of Education and Manpower Development, both of which are members of the Occupational Information Coordinating Committee.

The SETC and the Board of Education, in taking a leadership role to promote interagency cooperation, had the advantage of being responsible for allocating



and approving the use of substantial amounts of federal funding for educational and employment and training programs. The SOICC does not have this advantage, but, by relating its activities to those of the SETC and the Department of Education, and by building on the coordinative efforts these two agencies already have promoted, the SOICC should be able to accomplish the role assigned to it by the Congress.

#### B. Local Advisory Councils

The function of a local advisory council is to advise the recipient of federal vocational education funds on current job needs and the relevance of programs being offered to meet those needs. The Massachusetts Annual and Five Year State Plans require that each eligible applicant establish a local advisory council and submit a membership list indicating appropriate representation of both sexes, of racial, ethnic and linguistic minorities, and of handicapped persons in the region served by the local council.

The State Council is confident that local councils do exist and are, in fact, providing eligible recipients with service on current job needs. We are not certain of how much representation there is on such councils of the groups indicated above. There is also a significant variation in the degree to which local councils actually participate in the local planning process and in developing proposals to the Board of Education. More emphasis on these activities is needed.

On May 17, 1979, in compliance with P.L. 94-482, the Council held a public hearing at Newton North High School at which members of the general public as well as those specifically concerned with vocational education were provided an opportunity to express their views regarding vocational education in the Commonwealth. In response to the recognition of the importance of local advisory councils, the State Council elected to use this public hearing as a forum for discussion of strategies for increasing the effectiveness of local councils. The meeting was well-attended, with representation from the Division, the general public, industry, education, and local advisory councils across the State.

Key among the general concerns expressed were the following:

- There is little or no participation at the local level in formulating the State Plan which, ideally, should be an amalgam of local plans.
- State RFPs should be available to local education agencies much earlier in the year.

- Community-based organizations (CBOs) appear to be excluded from access to P.L. 94-482) funds. (Since the public meeting, the Division has received clarification from the U.S. Office of Education with regard to the eligibility of CBOs. See p.16).

In addition to the concerns cited above, the Boston local advisory council also recommended:

- inclusion in the State Plan of specific procedures for implementing the mandates of the Court-ordered Unified Plan for Occupational and Vocational Education in Boston;
- greater use of P.L. 94-482 funds for compliance with the long-range career education plans set forth in the Unified Plan;
- that technical assistance be provided to train local advisory council membership; and
- that the State Plan include specific allocation of funds for the Hubert H. Humphrey Occupational Resource Center.

In response to input received at this meeting, the Council has undertaken two major steps:

- (1) the design and distribution of a questionnaire to determine the make-up and perceived functions and needs of local advisory councils; and
- (2) the development of a Handbook for Local Advisory Councils.

The results of the survey and publication of the handbook are anticipated to be ready in the spring of 1980.

Overwhelmingly, what emerged at the public meeting was a loud cry from local advisory councils for a more significant role in developing the State Plan. It was the consensus that the structure of a planning process is real and in place, not merely a pro-forma compliance process. What is lacking is significant citizen input. The Council and, we believe, the Division would like to see a change in the present process under which the State Plan is written by the Division and disseminated for implementation by local education agencies. Only by direct participation in its formulation can local education agencies have a true sense of ownership of the State Plan and a genuine commitment to its implementation.





#### IV. Progress Made On Advisory Council's FY 1978 Recommendations To The State Board

##### Recommendation #1

The Board should insert appropriate language under Goal I of the Five Year State Plan for Vocational Education, emphasizing the Board's active commitment to the principles of equal educational opportunities in vocational education for black students.

##### Board of Education Response

When the Massachusetts Annual and Five Year State Plan for Vocational Education was being developed during the early months of 1977, the State Plan Participants discussed technical language to be included in the document. Discussion arose over the fact that the federal definition of disadvantaged students defined only the academically and economically disadvantaged rather than including those who are disadvantaged because of social, ethnic or cultural barriers to employment or vocational education. Secondly, goal statements singling out students by minority labelling gave the impression of tracking minorities into vocational education. Thirdly, goal statements, excluding minorities with insufficient data base (e.g., native American, several hispanic minorities, minority groups recently arriving in Massachusetts or not counted by census) tended to be inconclusive. Consequently, it was decided to favor the federal definition directives in the goal statements: handicapped, disadvantaged, limited English-speaking, females in non-traditional programs. Also, the Board Policy on Occupational Education addressed the unserved and underserved.

When the Annual Program Plan for Fiscal Year 1979 was being developed, the State Plan Participants chose to single out "minorities" in the introduction of the Plan as persons who may be disadvantaged according to the federal definition but who face additional barriers to employment and training opportunities because of race or ethnicity.

For Fiscal Year 1980, the State Plan Participants recognized the need to identify minority needs, within the Annual Program Plan, and accepted a recommendation from the Advisory Council to single out black minorities. Consequently, the Overview of the Plan discussed several areas of concern, particularly with regard to unemployment among youths, blacks and other minorities.



### Council Comment

The Council has said repeatedly that the State Plan should be more specific as to how the Commonwealth proposes to meet the occupational education needs of disadvantaged minority youth - especially black youth. The FY 1980 Plan is an improvement because it states the problem of unemployment among minority youth quite dramatically, on p. 1, but the balance of the document contains little detail concerning programs and activities directed toward the problems identified.

The Division of Occupational Education has responded to the Council's recommendation by adding some pages to the FY 1980 Annual Plan (Appendix ). This is a good beginning and the Council looks forward to the time when the State Plan spells out for local planners what kinds of programs best meet the needs of black and limited English-speaking youth.

Another noteworthy development is the Division's request for proposals to recruit black candidates for vocational instructional positions. This RFP has just been issued and it is too soon to report on results.

The overall impression of these initiatives is that the Department of Education and the Division of Occupational Education have responded to the Council's concerns and are moving toward specific recommendations for long-term solutions. The Council will suggest to the Division specific programmatic initiatives for disadvantaged black youth.

### Recommendation #2

The Board should require the Division of Occupational Education to evaluate the bilingual components of current admissions plans for the state's vocational schools, and publish and disseminate the results of this evaluation.

### Board of Education Response

The Division of Occupational Education is currently in the process of receiving and evaluating the Annual Admissions Update material from the State's vocational schools (48 selective secondary schools). The Update is designed as a self-evaluation form to assist schools and the Department of Education in monitoring the

progress each school makes toward meeting its projected enrollment goals under State and federal laws and policies. The Massachusetts Department of Education has distributed the 1978-1979 Admissions Update Enrollment Data Report forms, the Commissioner and Associate Commissioner's Directive to Superintendent-Directors of selective vocational technical schools, and time-lines for completion of the Update process. Results will be published and disseminated shortly.

#### Council Comment

The Division of Occupational Education has been most responsive to Council recommendations in this area. A comparison of the enrollment data for the academic years 1977-78 and 1978-79, on an individual school basis, as well as by region and Statewide, indicates an increase in enrollments of linguistic minorities.

#### Recommendation #3

The Board should define clearly the role of local education agencies and other agencies in achieving the objectives of the State Plan for Vocational Education, and should provide increased technical assistance to local education agencies in order to enhance their planning capabilities.

#### Board of Education Response

The first four pages of the Massachusetts Annual and Five Year State Plan for Vocational Education clearly outline the importance of local planning and the responsibilities of both the State and local agencies. The State Plan Participants encouraged the Department of Education to provide increased assistance to schools in planning and developing vocational programs. During fiscal year 1979, schools were provided with additional information regarding planning strategies and methods (see Local Planning Booklet, especially pages 17 and 18), assistance in the use of employment data through the Division of Research and Program Development personnel from the Department of Manpower Development, and increased technical assistance from the Department of Education. The Division of Occupational Education is currently assessing the process of improving the planning capabilities of local education agencies.



### Council Comment

The Council does not agree that "the first four pages of the Massachusetts Annual and Five Year State Plan for Vocational Education clearly outline the importance of local planning and the responsibilities of both the State and local agencies." While these pages do acknowledge, in passing, the need for a Statewide plan which aides local education agencies in long-range planning, there is no explicit strategy for actually bringing about comprehensive planning at the local level. More needs to be done here.

### Recommendation #4

The Board should instruct the Division of Occupational Education to develop strategies in addition to numerical goals for addressing the access problem in vocational education, on the assumption that the current demand for vocational services will not be maintained indefinitely.

### Board of Education Response

The Massachusetts Annual and Five Year State Plan has stressed the need for increased access to vocational education of unserved and underserved students and highlighted sex equity opportunities and support services for the disadvantaged and handicapped. The Plan does not address the displacement of other students not included in the priority populations. An analysis of secondary enrollments, approximately 160,000 students (excluding 30,000 students enrolled in Industrial Arts), discloses that only 58,000 are enrolled in skills training vocational education as approved through Chapter 74 guidelines. 27,000 students are enrolled in non-occupational Consumer and Homemaking.

Of the 75,000 students enrolled in Business and Office vocational education, 35,000 comprise Typing, Filing and Related Occupations, 14,000 comprise Accounting and Computing occupations, 12,000 comprise Secretarial, and the remaining 14,000 comprise the 6 other major Business and Office program areas. Even though overall secondary enrollments throughout the Commonwealth are decreasing, the enrollments in occupational education should remain constant in the Chapter 74 approved skills preparation programs, including the Business and Office programs, which result in gainful employment and meaningful career opportunities. In order to encourage schools to increase enrollments in these program areas, the Annual Program Plan for Fiscal Year 1980 allows for multiple year funding: "Once the program commences, if it is a two or three year (sequential) program, federal funds may be available to continue that program in sub-

sequent fiscal years based on successful evaluation and the availability of federal funds" - Local Planning Booklet, page 10. The Division of Occupational Education is also encouraging local school districts to expand occupational offerings to dropouts through CETA, to Displaced Homemakers and to other adult populations through the Interagency Industry Specific Training programs.

#### Council Comment

The Council may not have made its position clear in this recommendation. What we had in mind was the role of vocational education - and by inference State planning - in the context of social, economic, technological and demographic changes predicted for the next decade. A central question would be: Should vocational education planning continue to stress numerical enrollment goals in the face of (1) declining school enrollments, (2) a relative reduction of young and female entrants in the labor force, (3) a continuing increase in the proportion of minorities both in the school-age population and in the labor force, (4) a continuing increase in demand for skilled workers in technical occupations and (5) the substitution of capital equipment for labor in the information and paper-processing businesses of banking, insurance, and office work in general? The Board of Education should devote more of its attention to the question of "Access to what?" (a qualitative question) as opposed to simply "increased access" (a question of numbers).

#### Recommendation #5

The Board should adopt as a legislative priority the early amendment of the definition of vocational education programs as contained in Chapter 74 of the General Laws of Massachusetts, in order to bring the State's statutes into conformity with federal legislation.

#### Board of Education Response

In general, any vocational education program which addressed the ten statutory (Chapter 74) approval factors is reimbursable as a vocational education program in the Commonwealth of Massachusetts. The provisions of Chapter 74 exclude additional reimbursement for specified program areas, specifically those dealing with clerical occupations and programs related to industrial workers in transportation activities. There has been insufficient evidence or justification that school districts incur increased costs by offering programs of preparation for clerical occupations. Additional



reimbursement for the non-clerical vocational programs is provided, with a current weight of twice the regular day rate, based upon increased costs of offering approved vocational programs. This is not to deny that there should be a reference in State law to include clerical programs as vocational education programs; the Massachusetts State Plan for Vocational Education will fund these programs and the Division of Occupational Education includes all clerical occupational education program enrollments as an integral part of the vocational education system in the Commonwealth. The advantage in considering all Business and Office programs as Chapter 74 reimbursable is to ensure an incentive to schools to increase enrollments. It should be noted that the total enrollments in Business and Office occupations, which continue to offer high employment demand, is presently approaching 50% of all vocational education enrollments. Many schools have business programs, especially in the computer and accounting fields, which meet the Chapter 74 approval factors and are now being reimbursed as such. These programs are not only listed as O.E. Code 16.0000 Technical Vocational Education programs but are serving both postsecondary and secondary students.

#### Council Comment

The Council agrees with the Board and no further action is required at this time.

#### Recommendation #6

The Board should ensure that particular emphasis is placed upon meeting the special needs of handicapped persons in all future planning for vocational education.

#### Board of Education Response

The Massachusetts Department of Education is committed to the position of the U.S. Office of Education that "an appropriate comprehensive vocational education will be available and accessible to every handicapped person" (Federal Register, Vol. 43, No. 186 - September 25, 1978). The following State agencies have been meeting during fiscal year 1979 to develop formal cooperative vocational education planning and service delivery agreements for handicapped persons in the Commonwealth of Massachusetts: the Division of Occupational Education, the Division of Special Education, the Bureau of Adult Services, all from the Massachusetts Department of Education, and the Massachusetts Rehabilitation Commission, the State Employment and Training Council and the Balance of State CETA. As a result of these planning meetings, the Massachusetts Department of Education has initiated a Request for Proposals that calls for an

expansion of occupational education opportunities for secondary school age students with special needs.

The State Plan Participants, the State Board and the Division of Occupational Education have encouraged school systems to first address the needs of handicapped students in the fiscal year 1980 application process for Public Law 94-482 funds. Every eligible recipient must plan for the vocational education needs of the handicapped and have the special education coordinator from the school system certify that the P.L. 94-482 application(s) for handicapped funds was/were developed for students who have either an Individualized Educational Plan (IEP) or an Individualized Written Rehabilitation Plan (IWRP). Furthermore, in light of the Joint Policy on Occupational Education between the Massachusetts Board of Education and the Massachusetts Board of Community Colleges, at least ten percent of the Post-secondary and Adult set-asides allocated to community colleges will serve handicapped adults.

#### Council Comment

The Board is clearly committed to the concept of meeting the special needs of the handicapped in vocational education at the secondary, postsecondary and adult levels. The Council is satisfied with steps taken in this direction.

#### Recommendation #7

The Board should continue and expand its efforts to eliminate sex bias and sex role stereotyping in vocational education programs and in all related activities.

#### Board of Education Response

The Division of Occupational Education has increased technical assistance through increased staff and has developed strategies to institutionalize equal educational opportunity issues for vocational education. The detailed goals and activities are clearly presented in the Massachusetts Annual Program Plan for Fiscal Year 1980. During the development of the Annual and Five Year State Plan, these goals and activities were presented in outline form. During fiscal years 1978 and 1979, the Division of Occupational Education, conjunction with other bureaus and divisions of the Department of Education, formally addressed the issues of sex bias and sex role stereotyping in vocational education and has continued to provide technical assistance to local schools in this regard. Such efforts continue to expand and to improve.



### Council Comment

While the Board reports that the Division is, indeed, expanding its efforts to bring about the elimination of sex bias and sex stereotyping, a look at the male/female distribution in the enrollments reveals that there continues to be a marked imbalance. The Council is aware that stereotyping is an area where, by definition, change is slow in evolving. The Division is encouraged to be persistent and unflagging in its efforts toward achieving this end.

### Recommendation #8

With reference to its May, 1978 Position Paper on Guidance and Counseling, the Board should give careful consideration to the recommendations for strengthening school guidance services, as voiced by students at the Council's Student Forum held in Springfield in March, 1978.

### Board of Education Response

The Guidance and Counseling Position Paper of the State Board of Education listed four recommendations for school districts which can be implemented at no additional expense to school districts. The Position Paper also endorsed various strategies to assist schools in the improvement of Educational and Career Counseling. These strategies are partially fundable through the use of P.L. 94-482 funds, the impending Federal Career Education funds and other federal, State, and local funds. Public Law 94-482 mandates a 20% set-aside of Subpart 3 funds for Vocational Guidance and Counseling. The State Plan Participants and the Board have authorized double this amount. As a result, more than one million dollars are distributed by formula to local school systems each year to improve guidance services and/or initiate new programs. For instance, over one hundred school systems, through the use of Public Law 94-482 funds, have instituted computerized information systems (MOIS, GIS, Time Share) - one of the strategies emphasized in the Position Paper.

### Council Comment

The Board's response is accurate and there can be no doubt as to the Commonwealth's commitment to the principle of Career Guidance. However, the Board did not respond to the recommendations for strengthening school guidance services voiced by students and recorded in the Council's 1978 Annual Report, pp. 41-43.



### Recommendation #9

The Board should ensure that the processing of vocational education data, which currently is performed for the Division of Occupational Education by the Data Processing Bureau within the Division of Administration and Personnel, be speeded up and made more accurate.

### Board of Education Response

A new Bureau of Planning, Research, and Evaluation has been approved and the Division is currently screening applications for a Director to be responsible for coordinating data requirements. Data collection and dissemination will improve with the development of the Computer Assisted Vocational Education. The purpose of this project is to construct a mathematical model which will permit the Bureau of Planning, Research, and Evaluation to utilize computer capabilities to simulate the effects of different vocational education goals and objectives. As a result of the development of this model, the Division will be able to articulate specific data needs and request and validate precise data from local school districts and the Data Processing Bureau within the Division of Administration and Personnel. Since the data demands of the new national Vocational Education Data System (VEDS) are increasing, the Department of Education is currently assessing the most efficient and cost-effective methods of collecting the necessary data from more than 450 school systems in a uniform manner, without increasing the already overtaxing reporting responsibilities of the school districts.

### Council Comment

The Board's response is accurate but vague. There have been some encouraging steps in the direction of improving data processing capability, but this is an area where additional action is necessary.





## APPENDIX A

### Data



TABLE I

Massachusetts Enrollment In  
Public Vocational Education Programs: FY 1978  
(Federal definition)



	Percentage	Number	Male	Female
Secondary	80%	192,968	50%	50%
Post Secondary	8%	18,832	50%	50%
Adult	12%	30,022	50%	50%
Total Enrollments		241,822		
Disadvantaged	6.9%	16,623		
Handicapped	2.7%	6,431		
Cooperative	1.8%	4,446		

	TOTAL	MALE	FEMALE
Agriculture	3,865	2,414	1,451
Distribution	9,297	4,027	5,270
Health	8,678	1,191	7,487
Non Occupational Consumer/ Homemaking	27,961	5,039	22,922
Occupational Prep. Consumer/ Homemaking	5,648	1,104	4,544
Office	88,322	23,700	64,622
Technical	7,196	6,213	983
Trades	55,729	48,661	7,068
Other	35,126	27,509	7,617
TOTALS	241,822	119,858	121,964

SOURCE: Massachusetts Department of Education, Division of  
Occupational Education



TABLE II

Enrollments in Vocational Education By  
Level and Target Group

Fiscal Years 1974-1978

	<u>1974</u>	<u>1975</u>	<u>1976</u>	<u>1977</u>	<u>1978</u>
Total	186,916	199,064	214,946	273,874	241,822
Secondary	143,308	148,496	155,106	214,113	192,968
Postsecondary	16,713	19,691	22,562	25,409	18,832
Adult	26,895	30,877	37,278	34,352	30,022
Disadvantaged	(12,274)	(11,618)	(15,961)	(19,062)	(16,623)
Handicapped	(1,505)	(1,946)	(2,772)	(5,015)	(6,431)
Percentage Distribution					
Total	100.0	100.0	100.0	100.0	100.0
Secondary	76.67	74.59	72.16	78.18	79.80
Postsecondary	8.94	9.89	10.50	9.28	7.19
Adult	14.39	15.52	17.34	12.54	12.41
Disadvantaged	(6.57)	(5.84)	(7.43)	(6.84)	(6.87)
Handicapped	(.81)	(.97)	(1.29)	(1.80)	(2.66)

SOURCE: Massachusetts Department of Education, Division of  
Occupational Education

TABLE III

Enrollment By Vocational Programs: 1977-1978\*\*  
Massachusetts

	1977*	1978* *
	Number	Number
Total (Unduplicated)	273,874	241,822
Agriculture	3,946	3,865
Distribution	9,275	9,297
Health	9,883	8,678
Consumer & Homemaking	29,385	27,961
Home Economics	5,108	5,648
Office	90,277	88,322
Technical	6,271	7,196
Trade & Industry	58,812	55,729
Special*	60,467	35,216
Percentage Distribution		
Total	100.0	100.0
Agriculture	1.44	1.60
Distribution	3.39	3.84
Health	3.61	3.59
Consumer & Homemaking	10.73	11.56
Home Economics	1.87	2.34
Office	32.96	36.52
Technical	2.45	2.98
Trades & Industry	21.47	23.04
Special*	22.08	14.52

\*1977 includes 33,574 below grade 9, mostly in Industrial Arts

\*\*1978 includes only 11,371 below grade 9, again, mostly in Industrial Arts

Special Programs include: Group Guidance, Pre-Postsecondary, Remedial, Industrial Arts, Volunteer Firemen, Other (not elsewhere classified)

SOURCE: Massachusetts, Department of Education, Division of Occupational Education

TABLE IV

FUNDING TO MEET PROGRAM (PURPOSE) NEEDS\*  
F.Y. 1979 (estimated)

PROGRAM/PURPOSE	Total Funds	Federal Funds	State and Local Funds
SECTION 120 - Basic Grant	\$256,652,535	\$10,998,255	\$245,654,280
Vocational Education	189,833,548	8,538,255	181,295,293
Work Study	426,634		426,634
Cooperative Programs	3,358,707	300,000	3,058,707
Energy Education			
Construction	55,972,346		55,972,346
Sex Bias Personnel	50,000	50,000	
Stipends			
Placement			
Industrial Arts	4,523,600	800,000	3,723,600
Support Services (Women)			
Day Care Services			
Special Services (Homemakers)	361,040	150,000	211,040
Residential Schools			
Administration & Supervision	2,126,660	1,160,000	966,660
SECTION 130 - Program Improvement and Support Services	8,919,251	2,749,564	6,169,687
Research	383,866	300,000	83,866
Exemplary and Innovative	2,582,197	300,000	2,282,197
Curriculum Development	218,539	200,000	18,539
Vocational Guidance	4,573,449	1,059,564	3,513,885
Personnel Training	671,200	400,000	271,200
Overcoming Sex Bias	200,000	200,000	
Administration & Supervision	290,000	290,000	
SECTION 140 - Special Programs for the Disadvantaged	1,101,258	509,943	591,315
SECTION 150 - Consumer and Home- making Education	2,182,493	1,045,231	1,137,262
1/3 Economically Depressed	809,204	450,000	359,204
Other Educational Programs	1,174,525	445,231	729,294
Administration	198,764	150,000	48,764
TOTAL	\$268,855,537	\$15,302,993	\$253,552,544

Source: Massachusetts Annual Program Plan For Vocational  
Education, Fiscal Year 1979, p. 19.



TABLE V

Fiscal Year 1979  
Estimated Allocation of Funds  
for State Vocational Education Programs

PROGRAM/PURPOSE	TOTAL FUNDS	FEDERAL FUNDS	STATE & LOCAL FUNDS
Set-asides			
Handicapped	\$4,656,689	\$1,400,000	\$3,256,689
Disadvantaged (excluding Limited English-speaking ability)	8,222,425	2,550,000	5,672,425
Limited English- speaking	679,533	250,000	429,533
Postsecondary and Adult	19,140,899	2,070,000	17,070,899
TOTAL	\$32,699,546	\$6,270,000	\$26,429,546

SOURCE: Massachusetts Annual Program Plan For Vocational Education,  
Fiscal Year 1979, p. 20.



APPENDIX B  
Excerpts  
from  
THE COMMONWEALTH OF MASSACHUSETTS  
ANNUAL ACCOUNTABILITY REPORT  
FOR  
VOCATIONAL EDUCATION  
FISCAL YEAR 1978

June 1, 1979  
State Department of Education  
Boston, Massachusetts





Massachusetts Vocational Education  
Accountability Report for Fiscal Year 1978

## 1.0 Overview

The Massachusetts Vocational Education Accountability Report for Fiscal Year 1978 responds to the reporting needs of the United States Office of Education and the citizens of the Commonwealth relative to the use of federal funds under Public Law 94-482 and its relationship to other Massachusetts occupational education programs and services during fiscal year 1978.

Public Law 94-482, Title II, Vocational Education, placed new responsibilities on state agencies and school systems which brought an increased emphasis to planning and program services for special populations. At the same time considerable flexibility was offered to states in developing a planning document which would best express the needs of students and the programs in which the students would be served over a five year period.

The outline for the Accountability Report is based on elements for which the Commonwealth is accountable to the Federal Government. These elements are derived from the final Rules and Regulations published in the Federal Register on October 3, 1977, three months after the Massachusetts Annual and Five-Year Plan for Vocational Education was presented to U.S.O.E. for approval.

In reviewing the Accountability Report for 1978 the reviewer should consider the following constraints:

1. The Massachusetts Board of Education was in the process of developing an equitable formula for the distribution of federal funds, as compared to the strict statewide Request for Proposal competitive approach used in distributing federal vocational education funds in past years. The amount of funds carried over from fiscal year 1978 which were included in the resultant formula approved for fiscal year 1979 is not accounted for in this report (approximately \$5.5 million).
2. The development of a new State Plan for Vocational Education was approved by the Board of Education in May of 1977 and by the U.S.O.E. in November of 1977. Late U.S.O.E. approval and the delay in publishing final Rules and Regulations partially delayed the funding of programs for local school systems.
3. The time limit for the use of federal funds is actually two fiscal years. Consequently, the balance of federal funds not accounted for in this document will be reported in the fiscal year 1979 Accountability Report.
4. Enrollment levels, employment goals, setasides requirements, and program goals are all affected by the above constraints.
5. Accounting reporting procedures employed this year in the collection of financial data were substantially different than those employed in prior years. Expenditures shown as at June 30, 1978 are actual expenditures reported by local school districts at that date as opposed to previous years' financial reports which used as a basis for reporting, funds awarded to local school districts in a given year.

Selected Activities in Vocational Education  
During Fiscal Year 1978

The use of Public Law 94-482 funds for vocational education combined with state and local funds produced many model programs for the handicapped, disadvantaged and limited English speaking. Emphases were placed on expanding access to regular vocational education programs, orientation and pre-vocational programs, and supportive services to enable students to succeed in skills training. Postsecondary educational institutions expanded program options for these same populations.

During fiscal year 1978 the full-time sex equity and equal access personnel achieved the following activities:

- Evidence of increased enrollments of underrepresented groups of students (males and females in non-traditional areas, handicapped, disadvantaged, minorities, limited English speaking)
- Development of a monitoring instrument for admissions procedures by each of the 50 selective secondary schools
- Refinement of staff development services which reflect a systematic response to identified needs
- Inter-department coordination of a regional team approach in administering the admissions update process
- Framework for change provided by the admissions plan update requirement
- Increased awareness and sensitivity by department staff and local education agencies of discriminatory practices and attitudes (e.g. requests by 7 vocational schools for national origin desegregation technical assistance related to identification and instructional programs for such students - no vocational school had previously requested this assistance)
- Improved inter-department communications related to short and long range planning
- Major changes in the recruitment and admissions practices and policies of the 50 selective secondary vocational technical schools.
- Eligibility for federal funding dependent upon the filing of an approved admissions plan update - supporting the department's direction to build systemic support and accountability in school districts.
- Development of remedial activities and support services to implement compliance with laws and to eliminate barriers to equal educational opportunity in vocational education.



Highlights of four professional development activities conducted during fiscal year 1978:

1. Development of leadership, analytical and technical assistance capabilities for staff of the Massachusetts Department of Education in the area of equal access to vocational education.

New Environments for Women, in response to an RFP from the Division of Occupational Education, conducted a statewide needs assessment related to equal access to occupational education and designed and implemented a two day workshop for approximately 200 staff persons responding to the needs assessment. The workshop concentrated on interdepartmental staff techniques to improve services to schools concerning recruitment and outreach for males and females in non-traditional occupations, bilingual/limited English speaking students, admissions, new curriculum development, teacher training, guidance and support services, scheduling and enrollment, linkages with sending schools, employer/placement activities policies, laws and regulations, and planning.

2. Management skills training program for women to address the under-utilization of women in traditionally male-oriented fields of occupational education.

The Institute for Corporate and Government Strategy and Fitchburg State College designed a graduate level program for approximately thirty women interested in careers as leaders and administrators in occupational education. The program was designed to cover such topics as: organizational theory, administrative planning, budgeting and control, assertiveness training, group dynamics, leadership styles and techniques and educational research. This program is part of the Division of Occupational Education's on-going effort to enhance equity in occupational education and to provide local educational agencies hiring authorities with information regarding well-trained prospective administrators.

3. Recruitment and training program for bilingual individuals from specifically designated trade occupational clusters to become competent occupational education teachers.

Fitchburg State College developed a model program in cooperation with the Division of Occupational Education, the Bureau of Transitional Bilingual Education and the University of Massachusetts' Institute for Governmental Service. The program staff recruited and trained twenty-five Spanish speaking bilingual persons skilled in the fields of carpentry, data processing, food and nutrition, auto mechanics, nursing, drafting, welding and other trades to become certified as bilingual vocational education instructors. Program results also included several non-contractual positive activities: new techniques in the dissemination of information, bilingual availability of performance examinations, the documentation of work experience outside continental United States, an effect on licensing procedures for certain trades and citizenship requirements as well as replication of the program in several other states.

4. Training instructors in the high technology program areas.

Digital Equipment Corporation in cooperation with the Division of Occupational Education provided equipment and teacher training to instructors from fourteen secondary schools resulting in an upgrading of the quality of electronics education, in the strengthening of the industry-education alliance in Massachusetts and in the assurance of education response to the occupational needs of the high technology industries.

In other program areas for fiscal year 1978 the following was accomplished:

- Funding new programs in Entrepreneurship, Industrial Arts, and Guidance.
- Development of a Guidance Handbook
- Design of an interagency cooperative effort to serve Displaced/Homemakers - cooperation in needs assessment of this population and research on model programs.
- Design of an Interagency Industry Specific Program to respond to immediate and emerging needs of industry, both in the high technology areas and the supportive trade occupations.
- Assessment of statewide needs and availability of Day Care Services to support adults in vocational education programs.
- Initiation of a youth needs inventory and the administration of \$3 million in adult skills training programs in conjunction with CETA.
- Paraprofessional training for Career Resource Center administrators.
- Statewide assessment for Career and Occupational Education student needs.
- Establishment of the Massachusetts Occupational Information Coordinating Committee.
- Design of the Consumer Resource Center, inservice training of consumer and homemaking educators, and statewide dissemination of consumer and homemaking curricula.



### 3.2 Use of Funds to Meet Program Needs

The goals and objectives for the following programs meet federal and state guidelines and the use of funds is as directed in the Massachusetts Annual and Five Year State Plan. With the small amount of Public Law 94-482 funds reported as expended by the eligible recipients as of June 30, 1978 there is no meaningful base to determine that the planned uses of funds under the Act for fiscal year 1978 were changed in any manner. (Refer to Constraints, Page 1)

#### Basic Grant Programs (Section 120)

	State/Local Estimated Expenditures F.Y. 1978	F.Y. 1978 P.L. 94-482 Awarded Through June 30, 1978	Reported As Expended As Of June 30, 1978
Vocational Education			
Handicapped	17,078,820	1,095,429	426,305
Disadvantaged	10,596,241	1,574,785	372,015
Limited English Speaking	1,487,288	205,552	181,234
Postsecondary/Adult	40,855,551	736,141	101,184
Other Students	94,989,644	774,404	248,759
Cooperative	2,207,995	78,310	8,982
Construction	45,816,859		
Sex Bias Personnel (in Administration)		50,000	50,000
Industrial Arts	18,396,418	631,569	230,130
Displaced Homemakers	187,007		
Administration - State	371,040	1,172,800	1,172,800
Administration - Local (Sections 120, 130, 140)	4,324,756		
SUB-TOTAL	236,311,619	6,318,990	2,791,409

#### Program Improvement and Supportive Services (Section 130)

Exemplary	Not Available	214,685	12,816
Curriculum Development	Not Available	78,200	39,730
Guidance/Counseling	6,788,515	826,826	190,211
Personnel Training	9,197	219,432	21,883
Sex Bias Grants	2,819	47,282	11,660
Administration - State	92,760	293,200	293,200
SUB-TOTAL	6,893,291	1,679,625	569,500

#### Special Programs for the Disadvantaged (Section 140)

Disadvantaged		328,534	54,329
SUB-TOTAL		328,534	54,329



<u>Vocational Education</u>	State/Local Estimated Expenditures F.Y. 1978	F.Y. 1978 P.L. 94-482 Awarded Through June 30, 1978	Reported As Expended As Of June 30, 1978
<u>Consumer and Homemaking Education (Section 150)</u>			
Non Economic. Depressed Area	1,998,295	44,607	21,083
Ancillary	279,963		
Economic. Depressed Areas	5,318,654		
Ancillary	604,410		
Administrative - State	30,000	100,000	100,000
Administrative - Local	332,974		
SUB-TOTAL	8,564,296	144,607	121,083
<hr/>			
GRAND TOTAL	251,769,206	8,471,756	3,536,321
	F.Y. 1977	1,855,876	1,855,876
		10,327,632	5,392,197

Fiscal Year 1977 Funds (Public Law 90-576) Expended During F.Y. 1978

Basic Grants	
Secondary Programs	491,073
Postsecondary	334,271
Disadvantaged	169,317
Handicapped	156,803
Construction	175,216
102(b) Disadvantaged	
Postsecondary	16,863
Exemplary	
Secondary	31,669
Consumer and Homemaking	
Depressed Areas	
Secondary	252,000
Postsecondary	100,000
Adult	120,440
Cooperative Education	
Secondary	8,224
	<u>1,855,876</u>

## 6.0 Results Achieved

A. Number of students served in programs funded under Sections 120, 130, 140, and 150. (Refer to Constraints, Page 1)

Estimated 6/30/78  
Enrollments Supported  
With Federal Funds

### Section 120

Handicapped	1,784
Disadvantaged	3,187
Limited English Speaking	461
Postsecondary/Adult	4,147
Other Vocational Education Secondary	2,599
Cooperative	328
Industrial Arts	6,751
Entrepreneurship	150
Youth Organizations	5,737

### Section 130

Exemplary	Statewide
Curriculum	5,800 & Statewide
Vocational Guidance and Counseling	19,026
Personnel Training	3,831
Grants to Overcome Sex Bias	2,072

### Section 140.

598

### Section 150

Economically Depressed Areas	1,006
Other	291

B. Number of nonprofit private school students who participated in Sections 122, 132, and 140 and other programs.

### Section 120

Handicapped	100
Disadvantaged	87
Limited English Speaking	103
Native American Disadvantaged	30
Postsecondary/Adult	15

### Section 130

Exemplary	38
Vocational Guidance	390

### Section 140

475





APPENDIX C

1980 Proposed Activities Which Relate  
Directly to Occupational Education  
For Minorities



Occupational Education is an educational process which can increase the employability and employment potential of youth and adults.

In terms of reducing unemployment among minority youth, vocational education must be an integral part of a much broader system which includes economic development, job creation, pre-vocational activities, cognitive and basic skills development, and the elimination of racial barriers to job access through equal opportunity employment practices and affirmative action.

During 1980, the following selected activities and resources will be utilized to increase the employment potential among minority youth

#### Proposed Planning Activities

The Governor's Youth Action Plan, endorsed by the State Board of Education, stresses the need to encourage programs which provide counseling and career information for minorities, promote the career development of minorities, and elevate minorities to positions of leadership. The Associate Commissioner and staff of the Division of Occupational Education firmly believe that in order to increase minority enrollment in occupational programs and to provide minority students with support services that will enable them to succeed in occupational programs, occupational education must be carefully planned and implemented.

Toward this end, the Division of Occupational Education has developed a pilot planning strategy.

The Director of the Bureau of Special Needs, who also manages disadvantaged programs, along with the Bilingual Vocational Education Specialist, will make individual contacts with local education agencies within the large urban areas (Boston, Worcester, Springfield, Lawrence, Lowell) to identify the enrollment patterns of minorities in occupational programs, assist the LEA's in the analysis of data and in the development of procedures to increase minority enrollments.

Key elements in this process of analysis:

1. Determine the existing enrollment patterns of minorities in occupational education. Sources of information will include the fall statistical report and federal grant program enrollment data:

total enrollment of minorities in each of the above urban school systems compared to:

total enrollments in occupational education  
total enrollments by sex and race  
total enrollment by special needs



## 2. General Analysis

Are occupational enrollments substantially different from overall enrollments? What is the distribution of students by occupational education programs? What is the distribution of students, by program, among member districts associated with regional vocational technical schools?

Answers to these questions should identify those LEA's where the enrollments of minorities in occupational education are significantly lower than the enrollments of non-minority students. Subsequently, the Division of Occupational Education will conduct a research study to determine the reasons for the discrepancies in the enrollments of minorities in Occupational Education and to design specific remedial strategies to increase minority enrollments in occupational education.

3. To assist in conducting the above functions, contacts will be made with community organizations, local advisory councils, community colleges and other training agencies.

### Proposed Program Activities

In the Fiscal Year 1980 Massachusetts Annual Program Plan for Vocational Education, we have specifically set priorities among eligible applicants, programs, more importantly populations. Of specific interest to the division is the assurance that priority be given during the development of occupational education programs to the provision of support services for the handicapped, disadvantaged, limited English proficiency students and minorities. Most noteworthy is the prerequisite that eligible applicants must expend a "minimum" dollar amount for priority populations before funds may be expended for other programs.

Local schools are encouraged to utilize P.L. 94-482 funds to develop recruitment programs for priority populations.

If the minority students are disadvantaged (economic or academic) local application for federal funds must include a description of the recruitment programs.

Pre-vocational programs are fundable under P.L. 94-482 and minorities are among the priority populations.

Although P.L. 94-482 funds are not used for career education, (P.L. 95-207), both State Plans specifically require schools to have the underserved, including minorities, as the priority population for all aspects of career and occupational education.

Through the Admissions Plan Update process, selective secondary schools are given technical assistance to improve recruitment and admissions practices.

The Division of Occupational Education is developing a public information program aimed at parents and students to increase interest in occupational education among minorities.

The Bilingual Teacher Training Program will continue to offer school districts a pool of qualified instructional personnel.

The Vocational Guidance and Counseling funds are to be used for support services to students, specifically minorities, at every level of occupational education, from recruitment to placement.

The formula for the distribution of funds assigns a greater proportion of P.L. 94-482 funds to school districts which have a greater concentration of minorities, namely urban areas.

The Special Programs for the Disadvantaged funds are distributed solely to the urban areas which have a high concentration of youth unemployment.

In order to better serve the youth and adults who are already unemployed or underemployed, the Interagency Industry Specific Training, Displaced Homemaker, and High Technology Training programs have been designed primarily to assist priority populations in receiving short term training leading to meaningful employment opportunities.













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